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## **Report of the Examination Committee.**

### **PREFACE.**

The Central Advisory Board of Education at their eighth meeting held in January 1943 considered the report of the Examinations Committee appointed by them at their previous meeting. The Board adopted the recommendations of the Committee and decided that they should be forwarded to the Provincial Governments and Local Administrations, States and the Universities for such action as they might consider necessary in the light of the report. The Board further recommended that the Examinations Committee appointed by them with powers to co-opt, should also examine the technique of examinations as soon as relevant materials are collected by the Educational Adviser, and submit a report.

*Report of the 'Examinations' Committee of the Central Advisory Board of Education held at New Delhi, on the 23rd and 24th October, 1942.*

The Committee of the Central Advisory Board of Education appointed to define the precise scope of the enquiry to be undertaken on 'Examinations' met at 19, Akbar Road, the residence of the Hon'ble Sir Maurice Gwyer on Thursday, the 2nd April, 1942, at 10 A.M. The Committee, in accordance with the power given to them by the Board, decided to co-opt the following members :—

- (1) Khan Bahadur Mian M. Afzal Husain, M.Sc., M.A. (Cantab.), A.S., Vice-Chancellor, University of the Punjab.
- (2) Rajakaryapravina Mr. N. S. Subba Rao, M.A. (Cantab.), Bar-at-Law, Head of the Department of Economics, Allahabad University.
- (3) Dr. G. G. R. Hunter, M.A. D.Phil. (Oxon.), F.R.A.I., I.E.S., Director of Public Instruction, Central Provinces.

The Committee further decided to confine the first part of the enquiry to the following questions :—

- (i) At what stages in the educational system are external examinations necessary and to what extent can the present number be reduced without impair educational efficiency ?
- (ii) What is the minimum number of internal examinations necessary and at what stages can such examinations be most profitably introduced ?
- (iii) What steps can be undertaken to make examinations (both external and internal) more conducive to the all-round mental development of the learner ?

2. The Committee, as finally constituted, met on the 23rd and 24th of October, in Committee Room 'A', North Block, Imperial Secretariat Buildings, New Delhi. The meeting was presided over by the Hon'ble Sir Maurice Gwyer and the following other members were present :

- (2) Dr. P. N. Banerjee, M.A., D.Sc., Bar-at-Law, M.L.A.
- (3) Srimati Renuka Ray, B.Sc. (Econ.), London.
- (4) John Sargent, Esquire, C.I.E., M.A., Educational Commissioner with Government of India.

(5) Rajakaryapravina Mr. N. S. Subba Rao, M.A. (Cantab.), Bar-at-Law, Head of the Department of Economics, Allahabad University.

(6) Dr. Sir Zia-ud-Din Ahmad, C.I.E., Ph.D., D.Sc., M.L.A., Vice-Chancellor, Aligarh Muslim University.

3. Khan Bahadur Mian M. Afzal Husain and Dr. G. G. R. Hunter were unable to be present.

Dr. D. M. Sen, M.A., Ph.D. (Lond.), Secretary, Central Advisory Board of Education, acted as the Secretary of this Committee.

4. The agenda and the other papers circulated with it to the members set out in the Annexure.

## I

5. In considering the part which external examinations should play in the educational system, the Committee feel it necessary to keep two fundamental factors always in mind. The first is that both the aim and the technique of external examinations as at present conducted have been subjected to serious and valid criticism in recent years but in spite of this a new system which can be accepted as generally satisfactory has not yet been evolved. The second is that an examination of some kind or other whatever its imperfections is the only means of testing the attainments and assessing the progress of pupils, particularly when it is a question of dealing with large numbers. In view of these factors the Committee have no alternative but to agree to the retention of external examinations at the end of certain stages of education but they wish to record their emphatic opinion that the number of such examinations should be reduced to the minimum, especially during the earlier stages of education and that in all cases an examination should be regarded as the servant and not master of the curriculum. This caveat is particularly necessary in India where schools as a rule tend to be greatly over-examined and where the cramping effect of the examination syllabus on experiment and initiative are only too frequently apparent.

6. In the light of the above considerations the Committee do not favour general external examinations at the end of the primary stage and they do not accept as a valid excuse for doing what in their opinion is definitely uneconomical the argument that in the absence of an adequate inspectorate, examinations are necessary to keep teachers up to the mark. As, however, the places in the post-primary schools are limited, the Committee recognise the necessity of a selection test at the end of this stage, *e.g.*, for the age-groups between 11 and 12 so as to enable suitable pupils to be chosen for admission to the higher stages of education.

7. In view of the tender age of the examinees and the serious effect which success or failure in this test may have on their future career its character and design requires the most careful consideration. It may be agreed that capacity and aptitude rather than attainment should be its main objective and that standardised psychological tests as well as the most modern psychological technique will have to be employed in designing it. Since there is always the risk that children's real ability at this age may fail to do themselves justice at an examination, however skilfully devised, full weight should be given to the candidate's school record in making the final selection. The Committee are of opinion that in the public system of education the selection at this stage of pupils for higher education should become so important that the best means of doing it should receive the most expert consideration in India as it has been receiving for some time past in Western countries. There should also be another test for pupils of 14+, so that the "Late Developers" may not be barred from facilities of higher education.

8. On general grounds the argument against external examinations at the primary stage applies also at the middle stage where there should be a variety of courses suited to the individual needs of the pupils in relation to their immediate environment. A further argument lies in the fact that there are serious difficulties in the way of conducting an external examination of a large number of pupils in those practical subjects which ought to be the basis of the curriculum in the Middle or Senior Basic School. The introduction of an external examination will be bound in the Committee's opinion to divert these schools from their proper objective and to deprive their teachers of freedom to experiment. The Committee appreciate that in the case of Anglo-Vernacular Middle Schools which do not form part of High Schools the practical difficulties in the way of conducting an external examination will be much smaller. Apart, however, from such special tests as may be required for admission to High schools the Committee do not regard an external examination in this case either as necessary or desirable. Any demand on the part of parents or prospective employers for a leaving certificate for pupils who finish their full-time education at the middle stage should be met by the issue of a certificate based on a balanced assessment of character and progress throughout the later stages of the school career rather than an isolated performance at a mass examination.

9. In regard to the high school stage the Committee are unanimous that there should be only one external examination. This should take place at the end of this stage and should be called the High School Certificate Examination. The Committee endorse in this connection the recommendations of the Joint Committee set up by the Central Advisory Board of Education and Inter-University Board.

"The Committee considered it desirable on educational, economic and administrative grounds that there should be only one examination at the end of high school stage and that this examination should be of such a character as to suit those pupils who will enter employment on leaving school as well as those who intend to proceed to a University. The Committee were in general agreement that the object of this examination would be to provide a qualifying test for admitting students to their further courses of studies as well as a test of the work done in the schools. The Committee, therefore, came to the conclusion that an examination with only a limited range of subjects, e.g., Languages, Physical and modern History, Geography, Mathematics and Science, cannot satisfy the reasonable requirements both of pupils who will proceed to a University and of those who will enter a profession at the end of their school career."

"The Committee next considered what should be the minimum contents of an examination designed with the two-fold purpose of testing (1) the satisfactory completion of a course suited to the requirements of those who will pass directly from high schools to occupations of various kinds and (2) the suitability of those who desire admission to a University or an equivalent course of study. Opinion was general that it was desirable to prescribe a uniform range of subjects both for the School Leaving and the Matriculation and that the regulations should be so framed as to encourage some degree of specialisation towards the end of the high school stage."

10. The Committee gave specially careful consideration to the function of external examinations at the University stage. They found themselves strongly in favour of the three-year degree course as recently adopted by the Delhi University, because in their opinion it is the obvious way of achieving two highly desirable objects: it will at once raise the general standard in High Schools and at the same time relieve Universities of a mass of immature students who should still be at school. The Committee recommend only one external examination to



be held at the end of the three-year degree course. They realize however, that so long as some Universities retain Intermediate courses some form of external examination may be necessary at the end of the first year of the 3 years degree course for those pupils who may desire to transfer to such Universities, and recommend that this aspect of the matter should be the subject of Inter-University discussion. They also considered sympathetically a suggestion that so long as English remains the medium of instruction at Indian Universities students should be required to pass a qualifying test in English as evidence that they were not incapable of understanding what they were being taught. It was, however, recognised that there would be Universities where in the near future it might not be possible to adopt the three-year degree course and the current practice of four-year degree course would have to be continued. In these cases the Committee accept the necessity for the retention of two external examination, viz., Intermediate and Final, as at present.

## II.

11. The Committee next proceeded to consider the question of internal examinations at the different stages of school education. Opinion was general that here also there should be as few of these as possible. Internal examinations in the middle of the school year should be eliminated. At the most there should be one internal examination at the end of each year of the primary course. This should be a simple test supplemented and, if necessary, moderated by the teacher's opinion and the school record of the individual pupil. Class promotion at this stage should be determined more by the general performance throughout the year than by a single examination result.

12. In the middle stage also there should be similar annual tests supplemented in the same way by the teacher's opinion and the pupil's record. At the end of the middle course, however, as recorded above there should be no external examination, though there may be a comprehensive internal assessment of the work done by the pupil. The Committee also agree that in a high school there should only be an internal test at the end of each academic year to measure the progress of the pupils during the year. The Committee are of opinion that promotion to higher classes should be determined at this stage also by the general performance of the pupil rather than by any one examination result. The Committee recommend special consideration for marginal cases in connection with class promotion. The Committee have reason to believe that the prevalent promotion system is far from satisfactory and they feel that there is a good deal to be said in favour of grading by age groups particularly in the lower stages. They appreciate however that classification according to age group would only be possible in an area where compulsion has come into force and the mentally and physically handicapped have been separately provided for.

13. At the University stage also the Committee recommend that there should be only one internal examination at the end of each year. While the need for some stimulus of this kind is admitted the Committee deprecate the retention of students in the same class for a second year except in very special circumstances. The ordinary discipline of the University or college should be adequate to secure that students apply themselves to their studies with sufficient diligence and the matriculation test should eliminate those who are incapable of proceeding to the degree stage at the normal pace. The Committee feel that students at the college stage should be left as free as possible to work according to the plan which they themselves may make in consultation with their tutors.

## III.

14. The Committee finally turned their attention to the steps that should be taken to make examinations, whether internal or external, more conducive to the all-round mental development of the scholar. The Committee appreciate that

this question is connected with that of examination technique about which they have asked the Educational Commissioner to collect information from other countries ; and they feel that it will be sufficient at this stage if they make some very general recommendations. Nearly all examinations have a double function; retrospective in so far as they aim at assessing the candidate's previous achievement, prospective, in so far as they estimate his fitness to benefit by further education or to enter some particular employment. The relative importance of these functions naturally varies at different stages. For instance, selective examinations for entrance to a High School or University stage are mainly prospective ; whereas in a 'leaving' examination at the end of the middle or high school stage the purpose becomes largely retrospective. If the object of the examination is clear in the mind of the examiner the strain on the examinee will be reduced and the chances of a fair result increased. The Committee also realise that the fact that in the higher stages of education students are not only taught but are also examined in what is a foreign language constitutes a further strain and they suggest that the question whether examinees should not be given the option of answering examination questions in their mother tongue merits further consideration.

15. It is suggested that all examinations, internal as well as external, should wherever possible be held at the end of the cold season. The Committee also recommend that the length of any examination for children of primary school age should not extend beyond two days and that the papers set should be short. Examinations in the middle stage should not last more than four days and as far as possible there should be no gap between the days of examination. The length of the external examination at the high school stage will be very largely determined by the number of subjects that a candidate offers ; internal tests should be as simple as possible. As regards the duration of the external examination the Committee think that the programme should be so arranged as to enable a candidate to complete his examination within a week.

16 At the University stage the Committee consider it reasonable that to test the attainment of a candidate in an Honours course there should be eight to ten papers of three hours each. Even at this stage gaps in between examination days are clearly undesirable. For post-graduate degrees which are not awarded on theses, the Committee consider only one examination necessary at the end of the course the number and length of the papers being the same as that of the Honours Course.

#### IV.

17. The Committee's main conclusions and recommendations may be summarised as follows :—

(1) That the number of external examinations which may be necessary to retain at the end of certain stages of education should be reduced to a minimum. In all cases an examination should be regarded as the servant and not the master of the curriculum.

(2) That there should not be any external examination at the end of the primary stage but there may be a selection test at the end of this stage. e.g., for the age-groups between 10 and 12 so as to enable suitable pupils to be chosen for admission to the higher stages of education.

(3) That there should be another test for pupils of 14+, so that the "Late Developers" may not be debarred from facilities of higher education.

(4) That apart from such special tests as may be required for admission to high schools, external examination at the end of anglo-vernacular middle school is neither necessary nor desirable. Any demand for a leaving

certificate should be met by the issue of one based on a balanced assessment of character and progress throughout the later stages of the school career.

(5) That at the end of the high school stage there should be only one external examination to be called the High School Certificate Examination.

(6) That there should be three-year degree course as recently adopted by the Delhi University, and only one external examination at the end of this course.

(7) That in the event of some universities retaining the Intermediate courses, two external examinations, Intermediate and Final, will be necessary. But for students desiring transfer to universities with three years degree course, some external examination may be necessary at the end of the first year of the course. This aspect of the matter should be the subject of Inter-University discussion.

(8) That the class promotion at the primary stage should be determined more by the general performance throughout the year than by a single examination result which should be given only once a year at the end of each year of the course.

(9) That like-wise in the middle and high stages, there should be only annual tests supplemented by the teacher's opinion and the pupil's record. In connection with class promotion special consideration should be had for marginal cases.

(10) That in the university stage also there should be only one internal examination at the end of each year. No student should be retained in the same class for a second year except in very special circumstances.

(11) That owing to the fact that in the higher stages of education students are not only taught but are also examined through the medium of a foreign language, the strain on the examinees is great, the question whether the examinees should not be given the option of answering question papers in non-language subjects in their mother tongue merits further consideration.

(12) That all examinations internal as well as external should wherever possible be held at the end of the cold season.

(13) That the length of any examination for children of primary school age should not extend beyond two days and the papers set should be short; for middle stage it should not take more than four days. There should be no gap between the days of the examinations.

(14) That external examination at the end of high school stage should be completed within a week.

(15) That for an Honours Course examination, and for post-graduate, not awarded on theses, there should be eight to ten papers of three hours each.

#### ANNEXURE.

(a) Extract from the proceedings of the seventh meeting of the Central Advisory Board of Education held at Hyderabad (Para. 22—Item XV—on pages 13-14 of printed proceedings).

(b) Memorandum on Examinations' by Dr. Sir Zia-ud-Din Ahmad circulated to the members of the Board in connexion with item XV of agenda of the seventh meeting of the Board (pages 94-103 of printed proceedings).

**Report of the Examinations Committee of the Central Advisory Board of Education on the technique of examinations, 1943.**

**PREFACE.**

Sir Maurice Gwyer, K.C.B., K.C.S.I., D.C.L., LL.D., the Chairman of the Examinations Committee, who had been asked to submit a further report on the technique of examinations, placed before the meeting the recommendations of this Committee. The Board were of the opinion that in the present state of development of the system of education in this country it may not be practicable to adopt symbolic marking in stages of education below that of B.A. (Hons.) course. They, therefore, recommended the retention of numerical marking, for the present, below that stage. They also wished to stress the principle set out by the Committee that in any test or examination with the object of selecting people for higher stages of education, the main emphasis should be on the native intelligence of the scholar rather than on his achievements. Subject to the above comments, the Board endorsed the recommendations submitted to them and directed that they should be forwarded to the Provincial Governments, etc., for their consideration.

1. The Committee of the Central Advisory Board of Education appointed to define the scope of the enquiry to be undertaken in regard to examinations decided at their meeting on the 2nd April 1942, that the enquiry should be divided into two parts—

A. (i) At what stages in the educational system are external examinations necessary and to what extent can the present number be reduced without impairing educational efficiency ?

(ii) What is the minimum number of internal examinations necessary and at what stages can such examinations be most profitably introduced ?

(iii) What steps can be undertaken to make examinations (both external and internal) more conducive to the all-round mental development of the scholar ?

B. The technique of examinations.

The first part of the enquiry has been completed and the Committee's report has been already published.

2. At their special meeting in Dehra Dun the Board appointed additional members to the Committee. The Committee, as finally constituted met at New Delhi on the 24th and 25th November 1943. The following members were present :—

Sir Maurice Gwyer, K.C.B., K.C.S.I., D.C.L., LL.D., Vice-Chancellor, Delhi University (*Chairman*).

W. H. F. Armstrong, Esq., C.I.E., M.A., I.E.S., Director of Public Instruction, Punjab.

Dr. P. N. Banerjee, M.A., D.Sc. (Lond.), Bar-at-Law, M.L.A.

Rajvasevapravina Dr. C. V. Chandrasekharan, M.A. (Oxon.).

D. Litt., F.R.H.S., Pro-Vice-Chancellor, University of Travancore.

Khan Bahadur Mian M. Aizal Husain, M.Sc., M.A. (Cantab),  
I.A.S., Vice-Chancellor, University of the Punjab.

Srimati Renuka Ray, B.Sc. Econ. (Lond.), M.L.A.

John Sargent, Esq., C.I.E., M.A., Educational Adviser to the  
Government of India.

W. G. P. Wall, Esq., M.Sc., I.E.S., Director of Public Instruction,  
United Provinces

Dr. Sir Zia-ud-Din Ahmad, C.I.E., Ph.D., D.Sc., M.L.A., Vice-  
Chancellor, Aligarh Muslim University.

Dr. W. A. Jenkins, C.I.E., D.Sc., I.E.S., Director of Public In-  
struction, Bengal, was unable to attend.

3. The Agenda considered by the Committee was as follows :—

I. To consider what general changes are desirable in the method of  
conducting examinations in this country, whether external or internal.

II. To consider how far modern psychological, (i.e., intelligence  
aptitude, etc.) tests standardised in this country could be incorporated  
in examinations at different stages of education.

III. To consider how far an examination to assess the achievement  
of a candidate could be distributed over different parts of the school or  
college career.

IV. To consider what should be the technique for the selection test  
recommended at the end of primary stage.

(a) at 11+.

(b) at 13+ for "late developers".

V. To consider the technique of the special selective test, if any, for  
the purpose of admission to technical high schools.

VI. To consider the nature of an external examination at the end of  
the high school stage.

(i) for a High School Leaving certificate,

(ii) for the purpose of admission to a university or higher techni-  
cal and professional institutions.

VII. To consider the technique of the examination for the purpose  
of admission to—

(i) a training school.

(ii) a training college.

VIII. To consider the technique of examinations in universities at  
the end of—

(a) a degree course.

(b) post-graduate stages.

IX. To consider if it is desirable or practicable to introduce the com-  
partmental or supplementary system of examination into the external  
examinations at post school stages.

X. To consider any other matter that may be raised in the meeting  
with the permission of the Chairman.

The papers circulated with it to the members of the Committee will  
be found in annexures.

4. Before proceeding to discuss the items on the agenda, the Committee gave their attention to certain general issues. They noted the sustained criticisms of the reliability of examinations which have been made by leading educationists in recent years. It is said that examinations of the type common in India have often shown themselves to be injurious to the health of the pupils by causing over-strain and consequent nervous disorders, and that instead of remaining an auxiliary to the education system they have tended to become an end in themselves. By encouraging cramming they do not only waste time but also are inimical to original thinking and research. Apart from such positive defects it is said to be open to doubt whether their actual results indicate with sufficient precision the standard of the attainments of the examinees let alone their intellectual capacity or promise. Marking is dominated by subjective factors and there is evidence to suggest that in spite of the recent safeguards adopted as a result of scientific investigation examinations of the normal type still fail to eliminate the defects referred to above. The Committee agreed that the ultimate objective to be kept in view is the creation of more technically accurate, reliable and valid types of examinations, which should both eliminate subjective variations and establish objectively measurable standards. The process will involve elaborate research and co-ordinated experiments all over the country and it may take the national education system some time to evolve the types of examination, which will be most conducive to the all-round mental development of the scholar. Meanwhile, however, the committee are of opinion that they cannot do better than to lay down certain principles.

(i) Examination results are the common ground on which parents, pupils and teachers in this country often meet. Without exploring in detail the merits and demerits of various types of marking the Committee believe that symbolic marking is the most satisfactory method of determining whether a candidate or a group of candidates has reached a certain level of efficiency. The Committee realise that examination results are often used for the award of public scholarships and for other purposes for which an order of merit is necessary. The Committee are of the opinion that though it may be necessary to allot numeral marks or produce an order of merit in the top group of candidates, attempts to arrange all candidates in order should be avoided wherever possible. In the normal course, for grading the achievements of examinees it would be sufficient if they were graded into three or four main groups. While the majority of the members were in favour of the adoption of symbolic marking, a few were desirous of retaining numeral marking in the case of papers in mathematics and the exact sciences.

(ii) It is desirable that every examining authority should set up Boards for moderating examination papers set by individual examiners. In the case of a University, the Board should consist of a chairman and an external and an internal examiner.

(iii) With a view to reducing the subjective factor as far as possible, the Committee consider it most desirable that all answer books should be marked separately by two examiners and in case of disagreement the answerbooks should be referred to the chief examiner. The Committee appreciate that in the present circumstances it may not be feasible to

adopt the suggestion at the school stage where the number of examiners is very large, but they see no reason why this practice could not be adopted forthwith at all stages after Matriculation.

The moderation of marks by any outside moderating Committee is greatly to be deprecated ; but where in the case of any particular examiner or any particular paper striking discrepancies are manifest, a University (or other examining authority) may properly cause further inquiry to be made.

(iv) Apart from the proposed agencies for ensuring moderation of papers and standardisation of examination results as a whole, it is desirable that every examining authority should appoint a permanent official of professional rank, with adequate knowledge and experience of the various examination techniques to enable him to advise the authorities concerned in regard to the results of current examinations and to improvements that could be effected in the light of the experience gained in this country or abroad.

(v) The utmost care should be taken in preparing lists or panels of examiners : the selection should be based on merit alone. The Committee, therefore, emphasise the point that Boards of Studies should spare no pains to prepare lists of the best men available in each subject and the panel should be approved by the Vice-Chancellor or the relevant authority in this behalf. The Committee were strongly of the opinion that there should not be any appreciable difference in the qualifications of the examiners. Once panels have been formed the following methods for selecting the individual examiners are recommended :—

(a) the final selection should be made by drawing lots, or

(b) the final selection should be in the hands of a committee consisting of the Vice-Chancellor, a member of the Academic Council and a member of the Executive Council (or the corresponding bodies), either nominated or elected, as the authorities may decide, though the Committee's own opinion is in favour of nomination by the Vice-Chancellor or,

(c) the final selection may be made by rotation—those at the top giving way to those below, after they have served for a prescribed period.

The Committee are of the opinion that examiners should not, in the normal course, be allowed to examine continuously in the same subject for a period exceeding three years though they might become eligible for reappointment after a reasonable interval.

(vi) Methods of selecting text-books have at times an unhealthy influence on examinations and the Committee are glad to note that the Board are having this issue examined separately. They wish however to suggest that in case where text-books written by a member of the university are prescribed for examination purposes, the approval of the Vice-Chancellor as well as of the Boards of Studies should be required.

(vii) The Committee's attention has been drawn to the difficulties which arise when an examining authority as in some of the affiliating universities has to deal with too large a number of students. This often results in undue delay in publishing results. Even in the largest examinations, results ought to be declared within two months from the date of

the examination : steps should be taken to impress on all examiners the need for punctuality and despatch.

The suggestions made above are those most likely in the opinion of the Committee to effect immediate improvements in the current method of conducting examinations in this country. They are, however, conscious that their suggestions are only applicable to the transition period and that drastic changes may be necessary to meet the requirements of a comprehensive national system of education at a later stage.

5. The recent criticisms of the conventional type of examination, have been accompanied by a move to formulate more reliable and objective standards of assessment. The new methods, the evolution of which was made possible by the techniques already established for the development and standardisation of intelligence tests, are being increasingly used now-a-days in Western countries to test attainments in all subjects of the curriculum at any level of instruction. The new type of test is considered superior to the old form of examination for a variety of reasons. Among those the following may be mentioned :—

(i) Subjective factors in the examiner such as bias, personal opinions and temperament are reduced to a minimum.

(ii) It is statistically more reliable in so far as scores of two equivalent new tests given to the same pupils are found to agree more closely than in the old type.

(iii) It is more comprehensive because it includes wide sampling of the subject of the examination and to that extent it is also more reliable.

(iv) It is easily administered and marked, with economy of time and effort for both examiners and pupils.

(v) The results can be interpreted more easily and used for specific purposes, *e.g.*, detecting deficiencies in pupils.

The function of an examination is not merely to divide the school population into passes and failures but to aid in discovering the right sort of education for each pupil. The success of an educational system today tends to be measured not in terms of the percentage of examination distinctions or passes but by the degree to which it has been able to discover the abilities and the needs of children and has provided for them the particular type of education by which they are most capable of profiting. The Committee are of the opinion that as these new techniques have proved their efficacy beyond all doubt at all school stages every attempt should be made to devise and standardise them for use in this country so that they may supplement and ultimately replace the old types of Examination. Whether, however, the new technique will prove equally efficacious beyond the High School stage is a matter still open to doubt.

6. The Committee then considered how far an examination to assess the achievements of a candidate could or should be distributed over the different parts of his career. As far as external examinations are concerned, the Committee have already given consideration to this question (see recommendations 12—15, Part I of the Report, p. 6 *ante*). As it is desirable to take into account carefully prepared school records it is obvious that such an assessment must continue to be made throughout



the school career of a candidate. The degree of reliability of a cumulative school record will necessarily vary in direct ratio to the quality of the teachers employed and the Committee are of the opinion that until the improved type of the teacher envisaged by the Central Advisory Board of Education is actually in the schools, school records may have to be treated with caution.

7. Admission to high schools has never been selective in this country and it will, therefore, be necessary to give very careful consideration to the technique of the selective process at this stage, if and when selection becomes general. With the introduction of a compulsory and universal system of primary education there will be an unprecedented increase in the number of children seeking admission to High Schools. This will necessitate some positive type of test by which abilities and aptitudes of the pupils can be ascertained with sufficient precision. The Committee are of opinion that selection at this stage, i.e., about the age of eleven should be based on a careful scrutiny of candidates' previous school records with due regard to their probable reliability and of their performance at a test designed and conducted by experts. Every effort should be made to guard against children of real promise being excluded through stage of right, illness or any other cause from the chance of going to a High School. Whatever the procedure adopted--and regard may usefully be had to the experiments already conducted in other countries--the general control should be in the hands of a Board of Examiners specially constituted for the purpose and presided over by a very senior officer. For the "late developers" at the age of thirteen or fourteen the technique of selection should generally be the same as at the age of eleven.

8. With regard to the mode of selection for the purpose of admission to a Technical High School, the Committee considered that the methods suggested for ordinary high school should generally be followed, though special stress will have to be laid on the aptitude tests, with a view to ensure that the selected candidates possess the requisite practical ability.

9. With regard to the nature of the external examination at the end of the High School stage, the Committee are in general agreement with the recommendations made in 1942 by the Joint Committee of the Central Advisory Board of Education and the Inter-University Board on the relation of Matriculation to the School Leaving Certificate Examination (c.f. the Joint Committee's Report\*—pp. 1 and 2). The Committee wish, however, to point out in this connection that the principal cause of the over-academic nature of the high schools in this country has been university Matriculation requirements combined with the popular demand for a Matriculation certificate even for those pupils who do not intend to enter a university. Since under a national system of education only a small percentage of High School students will proceed to universities, there will be still less justification for the curriculum, methods of instruction for the others being determined by the requirements of the

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\*Report of the Joint Committee of the C.A.B. of Education and the Inter-University Board, appointed to investigate the question of the relation of School Leaving Certificate Examination to the Matriculation Examination 1942.

prospective university students. The Committee hope that both educational and examining authorities concerned with High Schools will bear this important consideration in mind both in devising courses and methods of study and in formulating examination techniques.

The Committee also wish to emphasise the need of adequate provision for practical examinations at this stage. As practical examinations are relatively more expensive for the large examining authorities, the Committee apprehend that there may be a tendency to avoid them, but they are emphatically of the opinion that if the school curriculum is to be sufficiently varied to satisfy the wide range of interests of the High School population the technique of examinations at this stage must provide for practical tests in subjects like arts and crafts, music and domestic and other applied science.

10. For the purpose of admission to Training Schools, the Committee recommend the following procedure. Pupils who wish to become teachers should be picked out during the last two years of their high school course. They should be kept under observation by heads and inspectors and given the opportunity of visiting other schools and trying their hands at actual teaching. Doubtful cases may be sifted by this means. This system has the advantage of ensuring that intending teachers before being admitted to Training Schools will have shown at any rate some signs that they are likely to make good.

For admission to Training Colleges candidates should register their names while they are still studying for the Degree examination. During the long vacation prior to their admission to the Training College they should be required to do not less than a fortnight's teaching practice. The Head of the school in which they teach should send a report on their promise as teachers to the Principal of the Training College. The candidate should then be interviewed by the Principal of the Training College and his Committee. The technique of selection should take into consideration—

- (i) the College record of the candidate,
- (ii) the report of the Head Master of the Practising School, and
- (iii) the result of the interview by the Principal of the Training College.

The Committee hope that some of the tests now being evolved by the Officers' Selection Board may in due course be adopted with necessary modifications for selecting intending teachers.

11. With regard to the technique of examinations at the University stage, the Committee are of the opinion that it is not possible to effect improvements piecemeal. They are convinced that there cannot be any substantial progress unless and until the standard of instruction is appreciably raised. To secure this the primary requisite is that the conditions of service of teachers should be improved and a definite ratio should be laid down between the number of students under instruction and of teachers. The tutorial system that is, private instruction of students in small groups—the smaller the better—should also be adopted by all Universities, and the number of lectures reduced, in order that students may learn better how to teach themselves. During class teaching,

teachers should be encouraged to give explanation in the mother tongue when students fail to grasp the lecturer's meaning on account of their inadequate knowledge of the English language. Additional provision for teaching English at the initial stage of the University course will be necessary so long as English remains the medium of instruction.

As far as M.A. and M.Sc. examinations are concerned, the Committee are generally of the opinion that these post-graduate degrees should as a rule be awarded on the results of an examination and not on a thesis. It is not considered necessary, however, to lay down any rigid rule as there may be some subjects where the assessment may usefully be made partly by examination and partly by thesis.

Doctorates should alone be awarded on thesis or on work already published.

The Committee recognise that their suggestions can scarcely be carried out unless larger grants are forthcoming from official sources. They are of the opinion that much of the teaching at the present day is valueless or more or less valueless because of the lack of the provisions they have pointed out. Government should therefore be urged not only to increase their grants but also to attach such conditions to them as will secure what the Committee have in view.

12. The Committee noted that most universities have adopted the compartmental system of examinations. They are themselves in favour of its introduction or retention at the following stages and on the following conditions.

(i) *Matriculation*.—As pupils at this stage are required to take a considerable variety of subjects, a candidate should be given a further chance if he fails in one subject, provided his score therein is not below 25 per cent. of the maximum and his attainment in other subjects is definitely satisfactory—say 40 to 45 per cent. of the total marks as the case may be. सत्यमेव जयते

The Committee also recommend a similar compartmental system at the Intermediate stage so long as those examinations continue.

(ii) *B.A. (Pass)*.—Compartmental examinations are already in force in most Universities and their retention is favoured by the Committee.

(iii) *Honours and Post-graduate*.—It is not considered desirable to make any such provision in the Honours and the higher University examinations.

The compartmental examination should take place within a period of not less than three months from the date of the original examination or at the latest just before the beginning of the next academic term.

The Committee are also in favour of holding supplementary examinations in all subjects for those candidates who have failed to appear at an examination for adequate reasons, which are to be determined by the authorities concerned. Compartmental examinations may be combined with supplementary examinations for the sake of economy and administrative convenience.

13. The Committee wish to reiterate that the practice of stretching out examinations over a substantial period of time in order to afford intervals in which candidates may refresh their memories for papers still to come is greatly to be deprecated. In their view no examination ought to extend over a longer period than one week, unless it is absolutely impossible to make the necessary arrangements.

14. In conclusion the Committee wish to record their keen interest in the development of the tests that are now being devised and used by the Officers' Selection Boards, under the Selection of Army Personnel Directorate. They hope that all the educational and employment authorities will keep themselves in close touch with these experiments and adopt the tests devised as far as practicable as soon as they are standardised for use in this country.

#### ANNEXURE I.

NOTE PREPARED BY THE SECRETARY, INTER-UNIVERSITY BOARD, INDIA, ON THE COMPARTMENTAL SYSTEM AND SUPPLEMENTARY EXAMINATIONS.

The principle underlying compartmental examinations is that if a candidate fails in one of his subjects by a few marks only, but at the same time attains a fairly high degree of efficiency in other subjects, he should not be burdened with sitting for the examination in those subjects in which his efficiency has been definitely proved. Most of the Universities allow compartmental examinations on conditions, but discourage compartments for Honours, and even those few which allow compartments in Honours do not admit a candidate who has passed his examination by compartments to an Honours Degree. The practice with regard to the aggregate and the minimum number of marks for the failed subject varies in different Universities and for different examinations. There is a variation also with regard to the minimum marks allowed for the purposes of compartments in different examinations, and generally the minimum so allowed in the case of Professional Examinations is higher than in the case of B.A. and B.Sc., which itself is higher than that allowed for the Intermediate. There are further variations, but for the purpose of enunciating the line of greatest agreement, they need not be taken into account.

It seems that the system of having compartments is a salutary one because a student who has proved his efficiency in certain subjects by a fairly high standard of marks should not be forced to sit for such subjects again, provided he had failed only by a few marks in just one subject. The question of Supplementary Examinations is closely allied with the Compartmental system in a number of Universities most of which allow only those candidates who have qualified for compartments to sit in the Supplementary Examinations. There are some Universities who have no Supplementary Examinations at all, and this either for financial reasons or else because they wish to discourage failed candidates from sitting again and again for the same examination without sufficient time at their disposal to prepare their subjects or owing to other practical difficulties. Merely financial reasons should not come in the way of the institution of Supplementary Examinations as University education itself is an expensive department and failed candidates may perhaps be charged higher fees so as to make Supplementary Examinations self-sufficient. The second point is worth consideration and there is a wide difference in the practice of various Universities in the matter. I myself have a feeling that only those students should be allowed to sit in Supplementary Examinations who have got at least 25 per cent. marks in the subject in which they have failed but have at the same time attained a high standard in the aggregate.

On the whole the following seems to be the line of greatest agreement between the Universities.

1. A candidate must sit for the whole examination in the first instance ;
2. If he fails in one subject only and secures not less than 25 per cent. in the failed subject in the case of Arts and Sciences and 35 per cent. in the case of Professional Examinations and at the same time has passed in the remaining subjects by securing not less than 40 per cent. in the case of Arts and Sciences and 50 per cent. in the case of Professional Examinations in the aggregate, he may appear in the failed subject only at a subsequent examination ;
3. No compartments may be allowed in the case of Honours and other higher degree examinations ;
4. Supplementary Examinations should be held about six months after the annual examination in order that the candidates who have qualified themselves for appearing in compartments might be able to appear in the test then ;
5. No class or distinction should be awarded to the candidates who have passed their examinations by compartments.

## ANNEXURE II.

SUMMARY OF REPLIES RECEIVED FROM CERTAIN UNIVERSITIES REGARDING COMPARTMENTAL AND SUPPLEMENTARY EXAMINATIONS BY THE SECRETARY, INTER-UNIVERSITY BOARD, INDIA.

1. *Agra*.—In this University a candidate has to sit for the whole examination in the first instance.

2. If a candidate fails in one subject only and secures not less than 25 per cent. in the failed subject and 40 per cent. in the aggregate of the remaining subjects, he may appear in the failed subject only at the subsequent following examination only.

3. No compartment is allowed in the case of M.A. examinations. There are no Honours Examinations in this University.

4. The question of holding Supplementary Examinations is under consideration of University bodies.

5. No class is awarded to candidates passing by compartments.

*Allahabad*.—Students are permitted to appear compartmentally at the Examinations of this University as in the following Ordinance :

“ Any candidate for the B.A., B.Sc., B. Com. Examination who has failed in one subject only, obtaining not less than 25 per cent. in that subject and has obtained 40 per cent. of the aggregate number of marks allotted to the remaining subjects, shall be admitted to the examinations of the following year in the subject in which he failed, and if he passes in that subject, he shall be deemed to have passed the examination. The fee for such an examination shall be prescribed by the Executive Council.” (A fee of Rs. 15 for each subject has been fixed, *vide* Executive Council Resolution No. 302, dated December 15, 1923.)

On comparing the terms of the scheme contained in your letter with the rules already in force in this University it will be seen that there is substantial agreement. The University, however, does not hold supplementary examination.

*Andhra*.—Recorded.

*Annamalai*.—The University is agreeable to points 1, 3 and 4 embodied in the draft scheme proposed while they consider that the present practice should continue in respect of points 2 and 5 of the draft scheme.

The Regulations of this University do not either restrict the number of subjects in which one should fail or prescribe a minimum percentage of marks in the failed subject as suggested to qualify for taking the supplementary examination. Under the present Regulations there is no bar either on candidates passing the examination, by compartments to secure a class or distinctions in the subjects of the examination.

1. *Dombay*.—In this University a candidate is required to submit his application for admission to the entire examination, but there is nothing to prevent a candidate from answering a few of the papers and not all;

2. The system of examination in this University does not provide that an unsuccessful candidate in order to be entitled to appear, in the subject in which he fails at a subsequent examination, should obtain a certain minimum numbers of marks in the subject in which he had failed.

3. As a rule candidates are not allowed to pass the examination in compartments at the Honours and other Degree Examinations, except at the B.Sc. Examination where the University itself permits candidates to take the Subsidiary Examination separately from the Principal Examination, and except candidates for the B.A. Honours Degree who are given exemption either from Compulsory English or from the Optional subject, if they have secured exemption marks in either of these. In such a case, however, a higher percentage is insisted on for the Honours Degree.

4. Supplementary examinations are held in the month of October, but admission to these is not restricted to candidates who have once appeared and qualified themselves for appearing in compartments. Any candidate who has kept the required attendance and completed the course of study is permitted to appear for these examinations. The B.A. Honours and the B.Sc. Principal Examinations are not held in October.

5. As a rule, no class or distinction is awarded to a candidate who passes in compartments. There is, however, an exception in the case of the B.Sc. and the B.A. (Honours) Examinations as already pointed out in paragraph 3 above.

This University does not propose to make any alterations in the aforesaid scheme of Compartmental and Supplementary Examinations.

*Madras*.—It will not be possible to have a uniform policy as so much depends upon local circumstances, subjects for study and standard of examinations in the area. The system followed in the University has worked well and there is no need to disturb it.

1. *Mysore*.—This is done in this University.

2. (i) There is exemption in a single subject in Medical and Engineering Examinations.

(ii) Compartmental Examinations are being conducted in the case of I.A. and I.Sc. and B.A. and B.Sc. Degree Examinations.

3. There is no compartmental pass in Honours and M.A. examinations.

4. Supplementary examinations are held for (i) Intermediate (ii) L.M.P. (iii) Final M.B. and Part III of Second M.B., B.S. It is not possible to extend this principle to Arts, Science and Engineering Degree Examinations.

5. This is in vogue in this University.

*Nagpur*.—This University is in complete agreement with the points mentioned in the concluding paragraph of your letter under reference, with the exception of 4 regarding advisability of holding Supplementary Examinations.

Necessity for holding supplementary examinations about six months after the annual Examination is not keenly felt as provisions have been made in the Ordinances to the effect that Compartmental candidates at the Intermediate and other preliminary examinations are permitted to join a college, under certain conditions, for receiving the required instruction for the degree course. Thus the purpose of holding Supplementary Examinations is partially, if not wholly, served. Further, the scheme is likely to entail extra expenditure which, under the present financial conditions, cannot be ordinarily met.

*The Punjab.*—The rules of this University conform with items one and three mentioned in the concluding paragraph of your letter. Regarding item two, for all practical purposes our system is in line with the plan indicated by you, our scheme being as follows :—

If a candidate fails in one subject only and secures :—

Inter	B. A., B. Sc.	Law	Medical.
25%	25%	25%	40%

in the failed subject and at the same time has passed in the remaining subjects by securing not less than

40%	45%	50%	50%
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in the aggregate, he may appear in the failed subject only at a subsequent examination.

Regarding item four, our supplementary examinations are held about five months after the annual examinations. This is due to the complications which arise by late admissions to colleges.

Regarding item five, we show division in the certificates of candidates who pass by compartment. If and when you make a definite recommendation for adoption of a general scheme by all the Universities, the matter will be brought before the various Faculties concerned, with a view to adopt the same system to ensure uniformity.

*Travancore.*—It was after very careful consideration of all the aspects of the question that this University decided that there should be no 'compartmental passing' for the Intermediate, the B.A. (Honours) and B.Sc. (Honours), the Orient Titles and the professional examinations, and that a supplemental examination need be held only for the Intermediate. In the opinion of the Syndicate, the working of the system of compartmental and supplemental examinations in other Universities has shown that they lead inevitably, though perhaps imperceptibly, to deterioration of academic standards. The Syndicate is not, therefore, in favour of any change in the present system of compartmental and supplemental examinations adopted in this University.

For certain professional courses like Engineering, University Examinations are held at the end of each year's course and the marks secured by the candidates each year are carried forward to the next year ; thus the benefits of the compartmental system have to some extent been made available to the candidates without detriment to the maintenance of high academic standards.

## **Report of the Text-Books Committee of the Central Advisory Board of Education, 1943.**

### **PREFACE.**

Mr. W. H. F. Armstrong, C.I.E., the Chairman of the Committee appointed by the Board to investigate the ways and means for improving the Planning, Production and Supply of Text-books, presented to the Board at their meeting in January 1944, the Report of the Committee. After careful consideration, the Board adopted the recommendations of the Committee and decided that it should be forwarded to the Provincial Governments, Local Administrations, etc., for their opinion and necessary action.

At their eighth meeting held in January 1943, the Central Advisory Board of Education had under consideration the following resolution submitted by Dr. Sir Zia-ud-Din Ahmad, C.I.E., Ph.D., D.Sc., M.L.A., Vice-Chancellor, Aligarh Muslim University:—

“Parents have been complaining of frequent changes and the high prices of the text-books which substantially increase the cost of education. The text-books are often written not by experts but by persons whom the publishers could conveniently engage on small remuneration. The publishers could get their books recommended more by propaganda among the members of the Text-book Committee than on the merit of the books. It seems desirable that copyright of the books approved by the Text-book Committee should be purchased by the Government and like standard classical works, they may be printed and published by any firm. The maximum price of these books should also be fixed by the Government. The books prescribed should not be changed for at least three years.

“I will like to propose that the Central Advisory Committee may appoint a sub-Committee to examine the defects in the present system of selection of text-books prescribed in High Schools and for the Intermediate Examination (and to recommend the manner of removing them). The Committee will also examine in particular whether the Government should purchase the copyright of these text-books and allow any publisher to publish these books at fixed prices.”

In view of the importance of this issue the Board appointed a committee to examine what steps should be taken in the interests of educational efficiency and economy to improve the planning production and selection of text-books and other literature for use in educational institutions in this country. At their special meeting in Dehra Dun, the Board appointed additional members to the Committee. The Committee as finally constituted met at New Delhi, on the 22nd and 23rd November 1943.

The following members were present:—

Mr. W. H. F. Armstrong, C.I.E., M.A., I.E.S., Director of Public Instruction, Punjab. (*Chairman*).

Dr. P. N. Banerjee, M.A., D.Sc. (Lond.), Bar-at-Law, M.L.A.

Rajyasevapravina, Dr. C. V. Chandrasekharan, M.A. (Oxon.), D.Litt., F.R.H.S., Pro-Vice-Chancellor, University of Travancore.



**Shamsul-Ulana Dr. J. M. Daudpota, M.A., Ph.D., Director of Public Instruction, Sind.**

**Srimati Kenuka Ray, B.Sc. Econ. (Lond.), M.L.A.**

**Mr. John Sargent, C.I.E., M.A., Educational Adviser to the Government of India.**

**Mr. W. G. P. Wall, M.Sc., I.E.S., Director of Public Instruction, United Provinces.**

**Dr. Sir Zian-ud-Din Ahmad, C.I.E., Ph.D., D.Sc., M.L.A., Vice-Chancellor, Aligarh Muslim University.**

**Dr. W. A. Jenkins, C.I.E., D.Sc., I.E.S., Director of Public Instruction, Bengal, was unable to attend.**

2. The agenda considered by the Committee was as follows :—

I. To consider whether the Committee could confine their attention to **text-books** for schools or whether it is desirable and practicable to **extend** the investigation to cover the university and technical education as well.

II. To consider with due regard to educational efficiency and the **need for economy** how far the present methods of production and selection of **text-books** for the following stages are satisfactory :—

- (i) Junior Basic (Primary) Schools.
- (ii) Senior Basic (Middle) Schools.
- (iii) High Schools.
- (iv) Universities.
- (v) Technical, Commercial and Art Institutions.
- (vi) Adult Education.

**If the present system is unsatisfactory, what are the fundamental principles on which the production and selection of text-books should in future be based.**

III. To consider how far the text-books in literary subjects need separate consideration from other text-books.

IV. To consider whether it is possible or desirable to set up an organisation which will be concerned with the general planning of text-books in different subjects.

V. To consider whether a province is a suitable economic unit for the production of text-books and if not to determine a suitable area which would ensure production of text-books of the requisite quality at an economic cost.

VI. To consider what steps should be taken to encourage the production of text-books in various subjects in Indian languages.

VII. To consider what steps should be taken to encourage the production of popular and authoritative books in the regional languages for use as supplementary readers by school children as well as for the general reader.

VIII. To consider how far it is desirable or practicable—

- (a) to restrict the number of text-books to be approved for each class in each subject ;

(b) to fix the minimum period for which a text-book should be prescribed.

IX. To consider whether it is necessary or desirable that the responsible educational authority should purchase the copyright of text-books and allow publishers to publish them at fixed rates.

X. To consider in what stages of education—

(a) institutions should be responsible for the supply of text-books ;

(b) students should be expected to purchase for themselves.

XI. To consider any other matter that may be raised at the meeting with the permission of the Chairman.

3. Although the terms of reference did not restrict in any way the extent of the enquiry, the Committee felt it advisable to consider whether it would be desirable and practicable to extend their investigation to cover educational institutions beyond the high school stage. It was decided that the present committee were not in a position to examine fully the requirements of universities and colleges and of Technical and Art institutions of university status. It was, however, agreed that it would be feasible to lay down certain principles which will be of general application in the planning, production and selection of text-books at all stages.

4. In considering the choice and use of text-books the Committee wish to lay stress on the fact that the personality of the teacher and his spoken words should constitute the vital part of any school lesson. The activity principles common to modern methods of teaching make an increasing demand on the resourcefulness of the teacher and emphasise the necessity for direct contact between pupils and concrete objects. This tendency has to an appreciable extent lessened the importance of text-books as far as school work is concerned. Nevertheless, they still remain in all branches of studies not only a valuable guide but also an indispensable auxiliary to study.

5. The Committee then examined the methods of production and selection of text-books adopted at present in different areas of this country. They appreciate the difficulties, by no means always of an educational nature, which stand in the way of effecting any substantial improvement as long as the existing system is allowed to continue. It was generally agreed that there is serious lack of scientific planning in this connection throughout all stages and that the contents of text-books should have due regard to educational requirements, to the limits of topics, their presentation in relation to the requirements of the different grades, the precision and accuracy of facts, the formulation of suitable exercises, and so on. Attention must also be devoted to technical aspects of the subject, the question of paper, the colour of the ink, the suitability of types, the significance and artistic merit of illustrations—i.e., the general appearance and the make-up of the books. Its price is no less an important consideration. It not infrequently happens that the production of text-books is left to publishers of no outstanding reputation, who for the sake of economy may engage professional writers of a poor calibre or whose influence would be likely to secure the selection and the

adoption of the text-books in question by educational authorities. Apart from this the syllabuses prescribed for the different grades require as a rule, expert interpretation and authors of the type mentioned above generally lack the necessary technical knowledge as well as the art of writing books suitable for school use. Though text-books of excellent quality are produced from time to time in some areas the Committee are satisfied that judged as a whole the books available do not fulfil educational, technical or economical requirements.

6. The Committee are of the opinion that the objective they have in view viz., the provision of an adequate supply of up-to-date text-books suited to the needs of people and students at the various stages cannot be secured by any modification of the present system and recommend that the following procedure should be adopted in future :—

(i) An educational authority should invite the submission of text-books by authors or publishers by public advertisement.

(ii) The authority concerned should give the authors as full information as possible regarding the required contents of the text-books and their appearance and general make-up.

(iii) Any one submitting a book or manuscript should be required to pay a fee, the amount of which may be determined by the educational authorities, the object being to keep down the number of manuscripts of indifferent quality. In the case of books which are approved, the fee charged at submission may be refunded.

The manuscripts thus received should be placed before a Reviewing Committee consisting of members selected purely on the basis of educational merit. The honorarium paid to these reviewers should be sufficient to attract people of the requisite calibre. Where thought desirable educational authorities may invite reputable authors to write books according to their requirements, in which case the question of levying a fee will obviously not arise. There are, however, obvious limitations to this practice.

(iv) The recommendations of the Reviewing Committee should be submitted to the Director of Public Instruction, or any other authority set up in this connection, whose decision should be final.

(v) Once a book has been finally approved, the copyright should be purchased by the Education Authority concerned with a view to its publication at a fixed price.

(vi) The publication of the book should be undertaken directly by the Education Authority or through their approved publishers.

(vii) Education Authorities should maintain a panel of such publishers, who should be selected after a careful scrutiny of their ability to meet the demands in view.

7. Where an educational authority is not in a position to undertake the printing of text-books in a press directly under its own control, the entire printing work of the year in this connection should be allocated amongst the approved publishers on the panel, after due consideration of the tenders submitted by them. Where the Education Authority itself undertakes the publication and the distribution of the books, it is desirable to secure wherever possible their free distribution or at least

concession rates in carriage and postage rates. Where the Education Authority is unable to assume direct responsibility for distribution, this will have to be done through local booksellers. In no part of the country however, should any higher charge than the published price be permissible. It is also desirable that school text-books should be free from all taxes likely to result in an increase in their price. Unless and until all books are supplied free to pupils, the importance of ensuring that the price is as low as possible needs no emphasis.

As the purpose of a text-book is that of a guide and of an auxiliary, the Committee consider it desirable to ensure a certain measure of choice, for this reason the number of text-books in each class for each subject should not be less than two or more than six. The procedure recommended above should obviate the two frequent changes of text-books in schools which is the cause of such frequent and justifiable complaint; at the same time will be advisable to review the position every three years, both to keep suppliers up-to-date and to encourage new authors or new publications of the requisite standard.

8. The Committee are of the opinion that the above suggestions should be applicable to text-books published in Indian languages only. With regard to English Readers, it is felt on educational grounds it will not be desirable to exclude text-books produced in other countries particularly where research and experiment in this field have been carried much further than in India. The Committee recommend that as far as English readers are concerned, the following procedure should be adopted.

(i) An educational authority should invite by public advertisement the submission of books in each subject, grade by grade, stating their specific requirements.

(ii) The submission of books in this case also should be accompanied by a fee to be determined by the educational authority concerned.

(iii) The books so submitted should be sent to an *ad hoc* reviewing committee, the members of which should be selected solely on educational qualifications.

(iv) The Director of Public Instruction, or a person or persons appointed by the educational authority concerned, should make the final selection of books in the light of the recommendation of the reviewing committee.

(v) The number and the period of use of English text-books should be the same as in other cases.

9. The Committee wish to draw the attention of the educational authorities to the various types of high school that have been recommended by the Central Advisory Board of Education in their scheme for post-war educational development. The demands of these schools, and particularly of the new types, so far as text-books in Indian languages are concerned, will be large and varied. The Committee were conscious that suitable text-books in Indian languages at the high school stage are not yet available to the required extent. They cannot however, do more than to call the attention of the educational authorities to this important consideration and urge them to take all possible measures directly

or in co-operation with reputable voluntary agencies, to ensure the production of suitable literature at an early date. As all teachers employed in High Schools should in future possess sound educational qualifications and professional training, the Committee feel that they should be allowed to exercise their own judgment in the choice of books within the limits prescribed. The number of books approved at this stage may be slightly larger than at the primary and middle stages.

10. With regard to the requirements of adult education, the Committee felt that they should restrict their enquiry at this stage to literature suitable for those adults who are to be rendered literate. The planning, production and selection of literature in this case should follow generally that recommended for primary and middle schools, although there should be a wider choice with regard to the number of text-books.

11. The Committee gave special consideration to the question of text-books in literary subjects and came to the conclusion that the procedure here should not differ essentially from that advocated elsewhere. It is certainly desirable that pupils at the school stage should be encouraged to study the original works of reputable authors, whenever possible.

12. The Committee wish to emphasise the importance of research in regard to the planning of text-books at all stages of education. In some educationally advanced countries text-books are planned at what are known as curriculum-centres and it is suggested that educational authorities in India should encourage the training colleges under their control to set up departments for research and experiment.

13. Opinion was general that the larger provinces have a sufficiently large school-going population to constitute an economic unit for text-book production and to ensure an economic price in the supply of text-books. There is, however, considerable scope for co-operation between those provinces where common languages are spoken. The educational authorities in such cases might profitably advertise for books jointly, or one province may sell or lend to another the copyright of a book which has proved a success in their own area. In the case of some subjects, where the number of books required is not large, the Committee are of opinion that it would be of general advantage to education and to the pupils concerned, if provinces pooled their resources for the production and supply of text-books.

14. The question of production of a supply, adequate both in quantity and quality, of text-books in Indian languages has already received attention in connection with the requirements of the high schools. In view of the importance of the issue to the general educational development in the country, the Committee further recommend that the Central Advisory Board of Education should maintain a Bureau whose function it will be—

(i) to circulate to the provinces standard text-books produced in different parts of the country.

(ii) to issue a periodical containing good reviews of recent books.

(iii) to maintain a staff competent to produce, as required, in Indian languages, either original books or compilations suitable to Indian needs from materials available in standard text-books produced in other countries.

The Bureau should be in a position to give general guidance to Education Authorities in regard to text-books and other literature especially in scientific and technical subjects and should also be prepared to produce books where the restricted demand is not likely to make it an economic proposition for a provincial authority to take the responsibility of producing them. The Committee are further of opinion that it should be the responsibility of the Central and the Provincial educational authorities to encourage in every possible way the production of popular and authoritative books in the regional languages for use as supplementary literature by the school child as well as for the general reader. As such literature is invaluable for the continuation of education after children have left school and for the use of adults who have just attained literacy, great emphasis is laid on this point. The Committee note with satisfaction that there are a few voluntary organisations in the country doing highly commendable work in this connection and express the hope that voluntary agencies and enterprising authors who are trying on their own to meet urgent needs in this connection will receive generous assistance from public funds.

15. The Committee recommend that school and public libraries should receive every encouragement and that grants on a much more liberal scale should be made from public funds so that they may be fully equipped with popular and authoritative literature in various branches of knowledge.

In the opinion of the Committee it is desirable that in the primary and middle stages the educational authorities should themselves be responsible for the free supply of text-books and other educational material required by pupils in the schools. This they realise may not be possible in the present circumstances but in the post-war period, as soon as education becomes free and compulsory, the State will have to take full responsibility in this matter. Meanwhile it is an objective which should be pursued progressively with the least possible delay. In the high school stage also it is recommended that the school authorities should undertake responsibility for the supply of all books and other educational materials required by pupils, raising the normal school fees to such an extent as may be necessary to cover the additional expenditure involved. Although it is outside the scope of their enquiry, as they have delimited it, the Committee wish in conclusion to call attention to the desirability at the higher stages of education, and particularly in Universities, to encourage students to begin to acquire libraries of their own. For the sake of those precluded from doing this for financial or other reasons libraries should be well supplied with duplicate copies of standard works.

**Report of the Committee of the Central Advisory Board of Education appointed to consider the question of the Training Recruitment and Conditions of Service of Teachers in Universities and other institutions of higher education not previously dealt with by the Board as amended and adopted by the Board at their annual meeting in January, 1945.**

### **PREFACE.**

The Board considered the Report of the Committee appointed to consider the question of the Training, Recruitment and Conditions of Service of Teachers in Universities and other institutions of higher education not previously dealt with by the Board. The report was adopted by the Board subject to a few minor modifications and it was decided that the report should be forwarded to the Provincial and State Governments and Universities for necessary action.

At their tenth meeting held at Baroda in January 1944, the Central Advisory Board of Education appointed the following Committee to investigate the problem of the Training, Recruitment and Conditions of Service of Teachers in Universities or other Institutions of higher education not previously dealt with.

W. H. F. Armstrong, Esq., C.I.E., M.A., I.E.S., Director of Public Instruction, Punjab.

Sir Maurice Gwyer, K.C.B., K.C.S.I., D.C.L., LL.D., Vice-Chancellor, Delhi University.

A. S. Khan, Esq., M.Sc., I.E.S., Director of Public Instruction, Bihar.

Dr. Panna Lal, C.S.I., C.I.E., D.Litt., I.C.S., Adviser to H. E. the Governor of the United Provinces.

Gaganvihari L. Mehta, Esq., M.A., Ex-President, Federation of Indian Chambers of Commerce.

Mrs. Renuka Ray, B.Sc., Econ. (London), M.L.A.

John Sargent, Esq., C.I.E., M.A., Educational Adviser to the Government of India.

The Hon'ble Mr. Tamizuddin Khan, Minister for Education Bengal.

Or

The Director of Public Instruction, Bengal.

S. C. Tripathi, Esq., M.A., I.E.S., Director of Public Instruction, Orissa.

The representatives of the Inter-University Board on the Board.

\*Lt.-Col. Dr. J. C. Chatterjee, M.A., D.Litt., M.L.A., Vice-Chancellor, Agra University.

\*Khan Bahadur Dr. M. Hasan, M.A., D.Phil. (Oxon.), Bar-at-Law, Vice-Chancellor, University of Dacca.

\*Diwan Bahadur Dr. A. L. Mudaliar, B.A., M.D., F.R.C.O.G., F.A.C.S., Vice-Chancellor, University of Madras.

2 The Chairman of the Board subsequently appointed the following additional members.

1. Lt.-Col. S. L. Bhatia, M.C., I.M.S., Deputy Director General, Indian Medical Service.

2. Professor Amaranatha Jha, M.A., F.R.S.L., Vice-Chancellor, Allahabad University.

3. S. Lall, Esq., C.I.E., I.C.S., Joint Secretary to the Government of India, Department of Labour.

4. The Hon'ble Justice W. R. Puranik, B.A., LL.B., Vice-Chancellor, Nagpur University.

5. Professor Sir S. Radhakrishnan, LL.D., D.Litt., F.B.A., Vice-Chancellor, Benares Hindu University.

6. S. C. Sen, Esq., B.Sc., Eng. (Glas.), Vice-Principal, Delhi Polytechnic.

7. W. G. P. Wall, Esq., M.Sc., I.E.S., Director of Public Instruction, United Provinces.

3. The Chairman of the Board appointed Sir Maurice Gwyer as Chairman of the Committee.

4. The Committee met in the Secretariat, Simla, on the 2nd, 3rd and 4th of October 1944. The following members were present:—

1. Sir Maurice Gwyer (*Chairman*).

2. W. H. F. Armstrong, Esq.

3. Lt.-Col. S. L. Bhatia.

4. Khan Bahadur Dr. M. Hasan.

5. S. Lall, Esq.

6. Dr. Panna Lall.

7. The Hon'ble Mr. Justice W. R. Puranik.

8. Professor Sir S. Radhakrishnan.

9. S. C. Sen, Esq.

10. W. G. P. Wall, Esq.

Dr. D. M. Sen, M.A., Ph.D. (London), Secretary, Central Advisory Board of Education was Secretary of the Committee.

The following members were unable to attend:—

1. Professor Amaranatha Jha.

2. Lt.-Col. Dr. J. C. Chatterjee.

3. A. S. Khan, Esq.

4. Gaganvihari L. Mehta, Esq.

5. Diwan Bahadur Dr. A. L. Mudaliar.

6. Mrs. Renuka Ray.

7. John Sargent, Esq.

8. The Hon'ble Mr. Tamizuddin Khan.

9. S. C. Tripathi, Esq.



5. The agenda which the Committee considered is set out in the annexure. The following additional papers were circulated to the members.

(1) Memorandum by the Chairman.

(2) Notes regarding Scales of Salaries of Teachers in University Departments, Arts & Science Colleges, Intermediate Colleges and Professional Colleges.

(3) Suggestions from certain eminent educationists.

A statement showing full particulars regarding the minimum qualifications and scales of salaries of teachers in Universities and Institutions of University rank was laid on the table.

6. The Hon'ble Sardar Sir Jogendra Singh, Chairman of the Board, was present to welcome the members.

7. The Committee entered upon their deliberations with the firm conviction that the teacher is the central factor in every education system and every scheme for educational reform ; and in their view no system or scheme can be either effective or efficient unless it provides for a sufficient number of properly qualified teachers selected on grounds of merit alone, and unless those teachers are adequately remunerated, have a recognised status, adequate leisure as well as opportunities for research or for self-improvement and security of tenure, and enjoy such other conditions of service as may preserve their independence and self-respect. The Committee regretfully admit that the teaching profession is at the present time far from possessing all these things ; it does not enjoy universally the status which it ought to have ; and by reason of its undue subjection in many instances to bodies of laymen, often ignorant of educational matters and regarding teachers as their servants or employees rather than their partners in the cause of education, it lacks the intellectual and academic freedom without which it cannot give of its best. In these circumstances it is not surprising that the profession does not always attract recruits of a proper quality. All educational reform must begin with the teachers and their conditions of service.

#### METHOD OF SELECTION OF TEACHERS.

8. The Committee have no doubt that the best method of selecting teachers is through a properly constituted Selection Committee ; and an honest and independent Selection Committee is in their view an absolute essential for the due appointment of good teachers. In the case of a University Selection Committee, a combination of high character and high academic qualifications ought to be a sufficient guarantee against influence or pressure from outside ; but even University Selection Committees have not always escaped criticism. The Committee are satisfied that a strong belief exists among teachers, whether well-founded or not, that appointments are not always made upon merits, and that canvassing, even where forbidden in theory, is not always discouraged in practice. A University Selection Committee ought to be above suspicion, for this is a matter in which the honour of the academic world is engaged ; and the knowledge that a Selection Committee is impervious to influence of any kind would do as much as anything to raise academic standards.

9. The Committee are of opinion that a Selection Committee ought to consist of a small number of members only, say, between five and seven. The Vice-Chancellor of the University should be the Chairman and it might contain two persons appointed respectively by the Executive and Academic Councils of the University (or whatever name they may bear) with high academic qualifications or academic experience; and it is for consideration whether these two members should not be persons from outside. The above would form the permanent element of the Committee, with perhaps one more person whose independence was beyond question, to be appointed by the Chancellor; but it should be reinforced by one or two other members according to the nature of the appointment for which the selection is being made; the Head of the University Department should be present when a teacher in that particular Department is being selected; and when the appointment of a University Professor or Reader is under consideration, some distinguished authority in that particular branch of learning might be appointed to the Committee by the Chancellor, unless it already contains among its numbers some persons who can be so described. Canvassing should be strictly prohibited and it should be made known that any person seeking to evade the prohibition will be disqualified forthwith. Where it persists in spite of due warning it may be necessary to publish the names of candidates who have been disqualified for this reason. The Committee had evidence before it that persons of eminence and position, who ought to know better, have been known to "recommend" candidates to Selection Committees; and this practice should be wholly discountenanced. A Selection Committee should be able to form a judgment upon the testimonials submitted by the candidates themselves and from such personal knowledge as they have of their qualifications, at any rate in the case of candidates for higher positions in the educational world. A Selection Committee should recommend one name, and one name only, for a vacant post, and the appointing authority should have no right to reject their recommendation in favour of any other candidate. If the appointing authority are unable to accept the recommendation made by the Selection Committee, then the matter should be referred to the Chancellor of the University, whose decision should be final. There is no reason why a Selection Committee should not, if it desires to do so, recommend a second candidate for appointment, in the event of its first choice being unable to take up the appointment; but it should be made clear that these are successive, and not alternative, recommendations. It is perhaps scarcely necessary to say that there should be no obligation on the Selection Committee to make any recommendation at all, if in its opinion no properly qualified candidate has presented himself. Such a situation, however, ought not to be permitted to arise, save in the most exceptional cases, and the appointing authority ought to regard it as imperative upon them in the interests of the University and of the academic world generally to accept the recommendations of the Selection Committee without question; because for greater mischiefs are likely to arise from a rejection of the recommendation of a selection Committee than from an occasional error of judgment on the part of the Selection Committee itself.

10. The above suggestions indicate the kind of Selection Committee which the Committee have in mind; but its composition can be varied, to

suit. circumstances of particular institutions. The Committee, however, recommend that its main features should be adhered to, viz., that it should be small in number, that the members should always, where possible, be persons with high academic qualifications or academic experience and of high character; that the lay element should be reduced to a minimum; and that appointments by University bodies should be of persons from outside the University, where the circumstances may make it desirable.

11. Appointments for posts in technical colleges should be made by a Selection Committee constituted on the lines suggested above with the necessary variations. University representatives may often in such cases be not so well acquainted with the qualifications of candidates as members of the particular profession concerned. A University representative in the ordinary course will not have much difficulty in estimating the value of any candidate for appointment in the Arts Faculty of the University, with the assistance of expert advice from a colleague who is a historian, philosopher, mathematician, or as the case may be; but he would probably not find it so easy to judge of the merits of candidates for medical or engineering appointments. It appears to the Committee therefore that a Selection Committee in such cases should contain more members with the necessary technical knowledge or experience; and indeed with some appointments of a technical character it may well be that the choice should be left almost exclusively to such persons, though the Vice-Chancellor, or the person who holds the position corresponding to the Vice-Chancellor, in a University, as the case may be, should always be present.

12. In the case of Colleges affiliated to or forming part of the University it would seem that the problem must be approached from another angle. There are a large number of Colleges whose Governing Bodies consist wholly of laymen, often with little or no educational experience or academic qualifications; and the practice of leaving the appointment of teachers in their hands is one which ought not to be tolerated in the case of a College receiving a Government grant.

13. The Committee are strongly of opinion that the Governing Body of every College receiving a grant ought to contain a representative element, e.g., not less than two persons appointed by the University, and that this should in all cases be a condition of the grant. The Committee of the Governing Body which selects teachers for appointment should always include one of these members. Next, there ought to be some machinery whereby the University itself can review all appointments which are made, whether by "recognizing" the teachers so appointed, as is the case at certain Universities, or by some other suitable method. It is essential that the University should be able to prevent improper appointments; and there is evidence that only too often in the case of lay Governing Bodies academic considerations have been of secondary importance. The Committee are aware that in many cases Governing Bodies already include representative members, not necessarily appointed by the University; but they think it worth consideration whether even in such cases a University representative should not also be included. The Committee were also informed that the representation of the

teaching staff on Governing Bodies has in the case of more than one University at least effected a material improvement in the status of the teachers ; and they are of opinion that this is an example which might well be followed.

14. The Committee note that appointments to the teaching staff of Colleges directly under the management of Government are made by Provincial or Federal Public Service Commissions, and they hope that the Public Service Commission will be willing that a representative of the University having special knowledge of the subject in which the appointment has to be made should be associated with the Commission.

15. Where a College or University receive a benefaction for the purpose of establishing a Professorship, or Lectureship, as the case may be, the donor will often desire, reasonably enough, to reserve the right to nominate a member of the Selection Committee. There can be no objection to the acceptance of a gift on such terms, but the attempt which is sometimes made by donors to reserve a similar right to their children or even later descendants is to be deprecated.

#### QUALIFICATIONS OF TEACHERS.

16. The Committee doubt whether the prescribing of minimum qualifications for teachers in any University post is of any value, unless a really high minimum is fixed. This in their opinion ought not to be less than the possession of a first class M.A. degree of an Indian University, or a foreign degree equivalent to it, each foreign degree being considered on its merits. But to forbid without exception the engagement of any teacher who did not possess a first class M.A. degree would be unnecessarily rigid ; the rule would be made sufficiently elastic if it required that no teacher should " ordinarily " be appointed unless he possessed that qualification. No one, however, with less than a second class M.A. degree should be regarded as qualified in any circumstances. The Committee admit that exceptional persons are to be found who would make admirable teachers, though they may not possess the qualifications proposed ; but since there will never be any lack of persons who do possess the qualifications, they are of opinion that much more harm than good would be done by opening the door any wider than they have suggested above.

17. In Teachers Training Departments the Committee are of opinion that Lecturers must have at least a second class Master's degree and have undergone a ' Teachers ' Training course. It is not uncommon at the present time to find teachers in Training Colleges who are themselves untrained ; and it must be insisted that untrained teachers should never be employed in training institutions.

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19. In Colleges or Departments of Engineering and Technology, Lecturers in theoretical subjects such as Mathematics Physics, Chemistry, etc., should ordinarily possess a first class M.A. degree. Lecturers in all applied sciences should have a first class engineering degree or its equivalent, together with a reasonable amount of practical experience in industry.

20. In Medical Schools, Lecturers in the pre-clinical subjects of physiology and Bio-Chemistry may be pure scientists without necessarily possessing a medical degree at all, but they should ordinarily possess, like other Lecturers, a first class M.Sc. degree or its equivalent. Medical graduates teaching preclinical subjects should possess at least a B.Sc. degree and Lecturers in clinical subjects, such as medicine, surgery, etc., should have at least a first or second class M.B.B.S. The Committee look forward, however, to a time in the future, when these latter qualifications can be raised, though they do not feel that the present time they can go beyond the recommendations which they have made. The representative of Bengal on the Committee did not feel able to concur in the sentiment expressed in the last sentence of the paragraph.

21. Lecturers in Agriculture should possess the qualifications laid down in the Report of the Committee on Agriculture Education.

22. Only first class graduates in Law should be appointed as Lecturers in a Law Faculty or College ; and it is preferable that such Lecturers should at least possess an LL.M. degree.

23. The preceding paragraphs of this section of the report relate to Lecturers only, in which expression is included all categories of teachers below the rank of Reader, whether they are described as Junior Lecturers, Assistant Lecturers or Senior Lecturers. The case of University Professors and Readers and of the Principals of Colleges stands, however, on a different footing. The Committee recall in this connection that in 1941 the Central Advisory Board recommended that uniform designations for the teaching staff of Universities and of constituent or affiliated Colleges of the University should be adopted. According to this recommendation, the terms " Professor " and " Reader " would apply only to certain classes of teachers in Universities ; and the Committee regard it as very important that these titles should be conferred by the University alone and carry with them a University status, as distinguished from a College status. At the present time the titles are sometimes used to designate teachers in affiliated or constituent Colleges of Universities, and Universities would no doubt be unwilling to deprive each and every teacher of such a designation, no matter how long he might have enjoyed it. But so far as the future is concerned, the Committee are of opinion that the University should have a Recognition Committee which would confer the title of Reader (or even, in rare cases, Professor) on such college teachers who organise and conduct teaching of Honours or post-graduate standard, but only if in the opinion of the Recognition Committee they possess the qualifications which a Reader

(or Professor) ought to have. All other Lecturers in affiliated or constituent colleges would be called Lecturer, Tutor or Demonstrator, with the prefix Junior, Senior or Assistant, as the case may be; and on no account should the designation of "Reader", or still less of "Professor" be claimed as of right for the Heads of Departments in any Colleges.

24. Professors and Readers in University Departments and Readers in constituent Colleges should be men of more than average ability and should ordinarily have had from five to ten years' teaching experience. Research and original work should be regarded as additional qualifications; but it does not appear to the Committee that it would be possible, or indeed desirable, to define the qualifications in any more precise terms. Those who are candidates for the post of Professor or Reader will necessarily be men who have already attained a recognised position in the academic world and their qualifications should therefore be well known or at least becoming well known; and the Committee do not believe it possible to define the type of man required more exactly than by saying that they should be men fitted to perform those duties which the academic world recognizes as attaching to the office of University Professor or University Reader.

25. Principals of degree colleges and post-graduate colleges require something more than academic distinction; they require also to be men of administrative capacity. In the larger Colleges it may well be that his administrative duties will occupy the whole time of a Principal, though that is a matter on which no general rule can be laid down; but in smaller Colleges it is probable that a Principal will always have to take substantial share in the teaching work of his College. In Engineering, Medical and Agricultural Colleges, experience has proved the utility of Principals able to devote the whole of their time to their administrative duties. In these circumstances the Committee do not think it possible to define with any great degree of precision the qualifications of the Principal of a College but it is plain, that he must possess academic qualifications of a high order, which will enable him to take his proper place in the hierarchy of the University; and he must also be a man of high character and personality, possessed of those qualities which are generally recognised as essential in an administrator.

#### TEACHER'S REMUNERATION.

26. An adequate supply of properly qualified recruits for the teaching profession can only be obtained by offering reasonable salaries and reasonable conditions of service; and if these are assured the Committee are persuaded that there will never be a lack of good teachers. In considering the question of minimum salary scales for University teachers, they have had before them a comprehensive list of salary scales prevalent in different parts of India, many of which are in their opinion quite indefensible and the disparity which exists at present cannot possibly be justified. The Committee are of opinion that the prescribing of minimum salary scales is essential, if high academic standards are to be maintained; and after giving the best consideration they can to the

matter they recommend the following minimum scales for different grades of teachers :—

(a) UNIVERSITY DEPARTMENTS.

Professors**	Readers	Lecturers	Join Lectures
1,000 to 1,250	500—25—800	300—20—500	210—15—300

(b) AFFILIATED AND CONSTITUENT COLLEGES.

Principal*	Readers	Lecturers	Junior Lecturers
800 to 1,000**	500—25—800	300—20—500	

(i) In Technical and Engineering Colleges and in subjects which require a certain amount of professional experience.

210—15—300.

(ii) Other Junior Lecturers ;

150—15—300.

The Committee wish to make it clear that where a College teacher is given or is allowed to retain the title of Professor this should not automatically entitle him for the salary prescribed in the case of a University Professor. It is suggested that in such cases the rate of remuneration should be settled by consultation between the University and College authorities.

The Committee recommend that no distinction should be drawn between teachers on account of their sex, the scales recommended above being applied both to men and women.

27. In Medical, Engineering, Technological and other professional Colleges, Principals and Professors might be given a salary of not less than Rs. 2,000 a month and Readers upto Rs. 1,200 according to their qualifications. It is perhaps regrettable that such distinctions should have to be made, but the Committee recognise that in these cases salaries must bear some relation to the earnings of the professions outside. The Committee desire to observe, however, that the pay of between Rs. 1,000 and Rs. 1,250 which they have recommended for other University Professors is a minimum only, and they would gladly see it raised to, say, some amount between Rs. 1,200 and Rs. 1,500, where a University is in a position to pay that amount.

GENERAL CONDITIONS OF SERVICE.

28. The Committee attach to this report a suggested model form of teachers' agreement, which follows closely the form of agreement at present in use in an Indian University. It appears to them that a teacher

\*It appears to the Committee that Universities may find it desirable, if not necessary, to classify affiliated Colleges into two groups. The scales suggested above would be appropriate for Colleges in the Class I Group (or whatever designation may be thought suitable). For Class II Colleges a salary scale of Rs. 500—25—800 is recommended; and if it should be thought that there should be a still further class, Rs. 450—600 would seem to be appropriate. The latter scale, however, should be confined to Colleges with not more than, say, 150 to 200 students.

\*\*These figures do not refer to "scales" of pay, but only to a minimum pay of some amount between the two figures.

who had the benefit of a form of agreement on these lines would enjoy all the advantages which in their opinion a teacher ought to have and they recommend it to the consideration of Universities and Colleges. In the next succeeding paragraphs the Committee draw attention to certain points which are covered by the terms of the agreement.

29. First and foremost the Committee would put security of tenure, and some very sad cases have been brought to their notice in which College teachers, especially teachers in Colleges with a lay Governing Body, have suffered much injustice because their tenure of office was not secured. The provisions in the model agreement appear to the Committee to provide the teacher with ample safeguards without doing any injustice to the University or College in which he serves.

30. The Committee agree that a probationary period for those who are entering the profession is not unreasonable, though they think that periods of probation at the present time are often unduly extended, and in their view twelve months should be ample for the purpose of determining whether a man is likely to be a successful teacher or not. The period of probation, however, should be fixed at the time of the teacher's engagement and it should not be permissible to extend it thereafter. But the Committee do not consider that the appointment of a Professor, Reader or Principal on probation can ever be justified. The qualifications of a person who has achieved sufficient eminence in the academic world to merit consideration for a post of this kind ought to be, and in fact are, so well known that the period of probation is either unnecessary or humiliating. In the case of a Principal especially the period of probation, so long as it continues, deprives him of the greater part of the authority which he should be exercising; and it is offensive to every idea of academic dignity that bodies of laymen, as is sometimes the case, should be able to insist on a period of probation when appointing distinguished academic figures to posts of this kind.

31. Except where teachers are entitled to a pension on retirement there should be a Provident Fund for teachers in all recognized Colleges, the minimum contribution by the institution being 6-1/4 per cent. No investment of Provident Fund money should be permitted otherwise than in trustee securities. The accounts of the Fund should be audited by a qualified auditor every year and every subscriber should be entitled to receive a copy of the audited accounts together with a certificate of the balance standing to his own credit. The Provident Funds whose rules follow those prescribed by Government enjoy certain special privileges of their own.

32. The model form of agreement sets out certain provisions with regard to sick leave which appear just and reasonable to the Committee. There seems to be difference of views on this matter, and it by no means follows that rules applicable to Government servants are equally applicable to the teaching service, where teachers enjoys regular vacations every year. A majority of the Committee were of opinion that the model agreement should not provide for privilege leave over and above the period of vacations, and that to include provisions for privilege leave would err on the generous side; others thought that, since leave in any circumstances cannot be claimed as of right, provisions with regard to



privilege leave might be included since it might be assumed that those provisions would be administered fairly and equitably and in such a way as to enable to teacher to take unreasonable or unseasonable leave during term time for purposes more appropriate to vacations. In the circumstances the Committee have thought it right to enclose the provisions in the model agreement with regard to privilege leave within brackets leaving it to Colleges and Universities to determine whether to privilege leave might be included since it might be assumed that those

33. Provision should be made for suitable maternity leave in the case of married women teacher.

34. The Committee agree that Universities and Colleges ought to be willing to give their teachers facilities for study leave, but it appears to them doubtful whether leave of this kind could be made a contractual obligation on the part of the University or College. It would, however, be desirable in their view that an attempt should be made to give a teacher study leave of the least one year in seven years' service or six months for every 3-1/2 years' service. Opportunities and facilities for study should always be afforded throughout a teacher's service.

35. The Committee recommend that the age of retirement for all teachers should be not less than fifty-five nor more than sixty, save in the case of Professors, where the age should be sixty\*. It should however be possible on the recommendation of the Vice-Chancellor, where the age of retirement is fixed at fifty-five for an extension to be granted of not more than one year at a time up to the age of sixty, if the interests of the University or College so require. It should be laid down that canvassing by or on the behalf of a teacher for an extension would disqualify him from receiving an extension.

36. It will be observed that there is a provision in the model form of agreement requiring the teacher to devote his whole time to the service of the University or College and not without the permission of the appropriate authority to engage directly or indirectly in any trade of business or any work likely to interfere with the proper discharge of his duties. Teachers in professional Colleges may, however, be permitted to carry on private practice if the previous sanction of the Principal and the Governing Body has been obtained ; but the Committee are of opinion that this should not be encouraged and that as the supply of teachers in professional Colleges increases, permission should be more and more rarely accorded. They are of opinion that Law is more effectively taught by full-time teachers, though it is sometimes of value to include in a course lectures by practising Advocates of standing. In medical Colleges, Heads of Departments of clinical subjects (medicine, surgery, midwifery, gynaecology, ophthalmology, etc.) should be required to devote their whole time to teaching and should not be allowed private practice outside the hospital ; in each of less departments, there should be also some wholetime assistants ; in cases of emergency, where teacher of these subjects have in fact attended patients outside the hospital, any

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\*Dr. M. Hasan of Dacca University was of opinion that the age of retirement of Professors should be the same as that of all other teachers.

fee received by them should be paid to the hospital funds. The Committee, however, do not wish anything that they have said in this paragraph to be taken as applying to surgeons and physicians attached to hospitals in an honorary capacity, who are often among the leading members of their profession and who put their services freely at the disposal both of the hospital patients and of the medical students who are being trained in the hospital. In Technical and Engineering Colleges teachers may be permitted to have a consultative practice, on conditions prescribed by the employing authorities.

37. As regards hours of work, the Committee are of opinion that in an ideal University any regulation of these should be unnecessary, but evidence has been put before them which shows clearly that in certain circumstances teachers require some protection against the inordinate demands of Governing Bodies and accordingly they recommend, where necessary, a maximum of 18 hours teaching work for Colleges, that is to say, work which brings the teacher into direct contact with his pupils, whether lectures or tutorial hours. The Committee would deprecate the prescribing of maximum hours for Professors and Readers, since this is a matter which should be left to be regulated by the good sense of all concerned; but if a maximum has to be prescribed, it should be less than in the case of College teachers, in order that the Professor or Reader may be afforded facilities for his own work, whether research or otherwise. The Committee have been surprised to hear that in some Universities it is a minimum rather than a maximum which is prescribed; but they would not have a very high opinion of any teacher for whom it was necessary to prescribe that he should do a certain quantity of work every week; and it is of course plain that a dishonest teacher, if such exist, could evade such a rule with very little difficulty. A University or a College ought not to need rules and regulations of a kind which would find a more proper place in the world of industry or commerce; and teachers ought to be able to trust their University or College to treat them well, just as the University or College in its turn ought to be able to trust its teachers.

38. The attention of the Committee was directed to the question of promotion, and the age-long dispute between promotion by merit or by seniority was mooted. The Committee do not feel able to lay down any general rule; but, broadly speaking, they are of opinion that a Junior Lecturer in Universities and Colleges should ordinarily be considered as eligible for promotion to the Senior Lecturer grade if he establishes his claim by merit and by successful teaching service.\* Promotion to posts of Professor, Reader or Principal should, however, be governed exclusively by merit and seniority alone, even with a long teaching experience, should not be able to establish a claim to them.

39. Another question raised before the Committee related to the transfer of teachers from one University or College to another and whether in such circumstances the teacher should be entitled as of right to count his previous service in determining his salary or pension in the

\*Some members of the Committee would prefer a single scale for Lecturers, e.g., Rs. 210—15—300—E.B.—20—500, which would get rid of the Junior Lecturers grade altogether.

new service. Here again it seems to the Committee difficult to lay down any general rule, since one is not always dealing with comparable circumstances. Previous salary ought certainly to be taken into account ; and in ordinary practice the teachers transferring from one institution to another ought not to be offered a salary less the salary he was receiving in his previous post. All matters of this kind, however, will be much more satisfactorily adjusted by mutual arrangements between the Colleges and the Universities concerned.

40. The Committee have considered whether it was desirable to lay down any general rules as to the size of classes. It is certainly the case that teachers are sometimes required to lecture to classes far beyond the capacity of the average man to influence or even control ; and to that extent the question of the size of classes is involved in the teachers' conditions of service. Here again no general rule seems feasible ; but the Committee offer the following suggestions which those of their number with considerable practical experience in such matters are of opinion would be reasonable. Lecture classes in theatre lecture-rooms should not exceed 150 students at a time ; lecture classes in ordinary class rooms should never be for more than 75 students at a time. For practical work in laboratories there should be one supervisor or tutor for every 20 students. For clinical work in Medical Colleges and practical work in Technical and Engineering Colleges or Departments no teacher should have more than 12 students at a time. So far as lecture classes are concerned the Committee are of opinion that it may be no less important to lay down the square space required for each student, since then the classes will limit themselves. The report of the School Buildings Committee of the Central Advisory Board of Education recommends that there should be 12 sq. ft. in the class room for every school pupil and a minimum mean height of 12 ft. where the roofs are not flat. The cubic space for College students in any class room should, if anything, be more than this and certainly in no case should it be less.

41. The Committee are strongly of opinion that there ought to be some fixed ratio between the number of students in, e.g., a College and the number of teachers in the service of that College. A ratio of 20:1 appears to them not unreasonable as a general rule ; but for post-graduate and honours classes the ratio should be 12:1 or even 10:1 for the former and perhaps 15:1 for the latter. No less important is the establishment of a ratio between Lectureships and Assistant Lectureships, and the Committee are of opinion that a ratio of 2:3 is reasonable.

#### NOTE ON INTERMEDIATE COLLEGES.

42. The Committee anticipate that in course of time intermediate classes will be absorbed partly by the three year degree courses in the Universities and partly by the schools and for this reason they have not taken into special consideration teachers employed in Intermediate Colleges but so long as Colleges of the intermediate standard exist, they think it right to recommend minimum qualifications, for Lecturers at such Colleges and also appropriate salary scales. Lecturers in Intermediate Colleges should in the opinion of the Committee at least have a

second class M.A. degree and should be paid Rs. 150—15—255. Principals of intermediate Colleges should be chosen not less for their administrative ability and for their academic attainments, and should be paid not less than Rs. 250—25—500.

#### THE FINANCIAL IMPLICATIONS OF THE COMMITTEE'S RECOMMENDATIONS.

43. The Committee realises that the recommendations which are made in this report, if adopted by Universities and Colleges must inevitably mean a substantial increase in expenditure. They realise also that Universities and Colleges must look mainly to an increase in the Government grants which they at present receive in order to meet this expenditure. They earnestly hope that all the Governments concerned will give their earnest attention to this vital question, since they have no doubt whatsoever that the money thus spent would bear fruit a hundred-fold ; and indeed that expenditure of this order cannot be avoided if development of Universities in India is to proceed satisfactorily, so as to enable them to cope with the requirements of the time. The basis of Government grants varies with almost every University throughout India; but the greater part of the expenditure upon education generally is upon teachers' salaries. This has been recognised by the Central Government in the case of one University, where the grant given to the constituent Colleges of the University is 50 per cent. of the sum expended on teachers' salaries, plus 20 per cent. on other approved expenditure, the teachers' salaries being on a prescribed scale. It seems to the Committee that this is an example which might well be adopted elsewhere, and they recommend it to the favourable consideration of the Governments.

44. The Committee have also observed the recommendations in the recent report of the Central Advisory Board on post-war development suggesting that the increases in the expenditure upon University education hereafter might be shared in whole or in part between the Centre and the Provinces ; and, if such a thing ever came about the 50 per cent. grant towards teachers' salaries might form a convenient basis for the calculation of a contribution from Central Government funds. The Committee realise, however, that these matters are not strictly within their terms of reference, though they believe that they will not be unduly criticised for touching upon them.

45. Lastly, the Committee desire to emphasize that nothing in their recommendations can be construed as an interference with the autonomy of any University ; and indeed the presence of a number of Vice-Chancellors as members of the Committee will be a guarantee of this. The Committee have done no more than suggest that the conditions of service if all teachers in Universities and comparable institutions should reach a certain minimum standard and should in no circumstances be allowed to fall below it ; and that there must be a minimum below which no University or College receiving Government assistance ought to be allowed to fall is, it is confidently submitted, a self-evident proposition. If the suggestions they have made with respect to the Governing Bodies of Colleges should be regarded as an interference, they can only reply that

stipulations of the kind suggested are long overdue and should rather be regarded in the light of a much needed and inevitable reform. They cannot doubt that in a substantial number of Universities these or analogous conditions of service already exist, and that they are only absent elsewhere because of financial difficulties.

46. If, as the Committee hope, their proposals are endorsed by the Central Advisory Board, they believe that this report may convince Governments throughout India of the justice of the teachers' claims; and they earnestly hope that in future it will be made a condition of every Government grant to a University or affiliated College that the conditions of service of the teachers do not fall below the standards which the Committee have thought right to recommend. If this can be done, an immense step forward will have been taken. The teachers' profession will have achieved the status which in the opinion of the Committee it ought to possess and will never in future lack a supply of properly qualified recruits, while the effect upon the education progress of India will be almost incalculable. For these reasons the Committee very earnestly commend their proposals to all concerned and express the earnest hope that considerations of finance will not be permitted to stand in the way of their fulfilment.

#### ANNEXURE I.

##### FORM OF TEACHERS' AGREEMENT.

An Agreement made the....day of.....19....between.....(hereinafter called the teacher) of the first part and the University or.....[or the Governing Body of the.....College] of the second part.

1. The University [or the Governing Body] hereby [or, as from the....day of .....] appoints the teacher as a member of the staff of the....University [or College] upon the terms and conditions hereinafter set out :

Provided that the teacher shall be on probation for a period of twelve months, and shall be confirmed in his appointment on the expiration of that period, unless not less than one month before the expiration thereof the University [or Governing Body] inform him in writing of their intention not to confirm him. (This proviso shall be omitted in the case of Principals, Professors and Readers).

2. The University [or Governing Body] shall pay to the teacher during the continuance of his engagement a salary at the rate of Rs.....p.m., rising by annual increments of Rs..... to a maximum of Rs.....p.m., and no increment shall be withheld without the consent of the University.

3. The teacher shall during the continuance of his engagement be entitled to the benefit of the Provident Fund maintained by the University [or Governing Body] for the teaching staff in accordance with the rules prescribed by the Government

4. The teacher shall devote his whole time to the service of the University [or College], and shall not without the permission of the appropriate authority engage directly or indirectly in any trade or business whatsoever or in any private tuition or other work which may interfere with the proper discharge of his duties ; but this prohibition shall not apply to work undertaken with the permission of the Vice-Chancellor [or Principal] in connection with the examinations of a University, Board, or Public Service Commission.

5. The University [or Governing Body] shall be entitled summarily to determine the engagement of the teacher on any of the following grounds, that is to say :

Wilful neglect of duty ;

Misconduct or insubordination ;

Physical or mental unfitness ;

but save as aforesaid, shall not be entitled to determine the engagement of the teacher except only for incompetence or for good cause and after giving three months' notice in writing or payment of three months' salary in lieu of notice :

Provided that incompetence shall not be a ground for dismissal in the case of any teacher who has served for five years after being confirmed in his appointment.

#### ALTERNATIVE FORM TO PARA. 5.

The University [or Governing Body] shall be entitled summarily to determine the engagement of the teacher for misconduct, but subject as aforesaid shall only be entitled to determine the engagement after giving three months' notice in writing or payment of three months' salary in lieu of notice, and for good cause.

6. The University [or Governing Body] shall not determine the engagement of the teacher whether summarily or otherwise without informing him in writing of the grounds on which they intend to take action and giving him a reasonable opportunity of stating his case in writing, and before coming to a final decision, shall duly consider the teacher's statement and if he so desires give him a personal hearing.

7. The teacher may at any time terminate his engagement by giving the appropriate authority three months' notice in writing.

8. (1) Any dispute arising in connection with the termination of the services of the teacher, except when on probation, by the University [or the Governing Body] shall be referred to the arbitration of an Appeal Committee of three independent persons appointed by the Chancellor, who shall have power to inquire into all the facts of the case and to interpret the terms of this agreement, and their decisions shall be final and binding on both parties.

(2) The Indian Arbitration Act, 1940, shall apply to an arbitration under this clause.

9. On the termination of this agreement, from whatever cause, the teacher shall deliver up to the University [or the Governing Body] all books, apparatus, records and such other articles belonging to the College or to the University as may be in his possession.

10. The teacher shall be entitled to leave on full pay in accordance with the following provisions, save during any period after he has given or received notice of the determination of his engagement :—

(a) Casual Leave.—In case of any emergency arising from sickness in his family or other domestic reasons, for a period not exceeding 14 days in any one academic year of which not more than 10 days may be taken at a time.

\*[(b) Privilege leave.—Fifteen days in any academic year on full pay or one month on half pay.]

(c) Sickness leave.—In case of sickness preventing the teacher from performing his duties, for a period not exceeding one month for every completed 12 months' service, vacations included, but not exceeding three months

\*[ ] Vide last sentence of para. 30 of report.

[Note :—Neither casual (nor privilege) leave can be claimed as of right.]

consecutively at a time or 18 months in all during the whole period of the teacher's engagement : provided that where a teacher is absent for more than five days on account of alleged sickness, the vice-Chancellor [or the Principal] may require him to furnish a medical certificate that he is prevented by illness from attending, and if the certificate is not furnished, the teacher shall not be entitled to sickness leave on full pay during that period of absence.

## ANNEXURE II.

### AGENDA.

#### A. Training :

1. To consider the minimum educational qualifications of teachers appointed to Colleges, teaching upto :—

- (a) Degree Classes.
- (b) Post-graduate Classes.
- (c) Teachers Training Colleges.
- (d) Technical Colleges.
- (e) Agricultural and other professional Colleges.

2. To consider the content of additional qualifications—research or practical training or both—to be prescribed for teachers engaged in the higher stages of education.

3. To consider the desirability of providing facilities for research or further studies for teachers in service.

4. To consider whether it is desirable that teachers of technical, commercial and professional subjects should have a period of practical experience in Industry, Commerce, etc

#### B. Recruitment and Selection :

5. To consider what steps should be taken to ensure an adequate supply of recruits to the teaching profession in each of the categories mentioned above having due regard to the minimum qualifications and to the ascertainable intake in any given area

6. To consider suitable methods for appointment and selection of professors, readers, lecturers, etc., in the higher stages of education.

7. To consider the question of exchange of professors, etc., between (a) Indian and foreign Universities and (b) among colleges and universities in India.

8. To consider whether it is desirable and practicable to set up a cadre of specialist teachers in certain subjects and utilise their services for specified periods in different institutions by rotation.

#### C. Conditions of Service :

9. To consider whether it is both desirable and practicable to prescribe minimum national scales of salary for teachers, men and women, in all categories.

10. To consider the minimum scales of salary for principals in different types of colleges and heads of departments in universities and larger institutions.

11. To consider the question of pension or provident fund for teachers in all recognised institutions.

12. To consider the desirability of granting study leave to teachers at reasonable intervals.

13. To consider whether in the interest of efficient instruction teachers should be permitted private practice in their professions, Engineering, Medicine, Law, etc

14. To consider whether teachers transferred from one university or area, to another should be entitled, to count their previous recognised service in determining their salaries and pension in the new sphere of their service.

15. To consider the question of probationary period and security of tenure of teachers in all recognised institutions.

16. To consider such matters as size of classes, hours of work, sick leave, age of retirement, etc.

17. To consider any other matters relevant to the terms of reference.





**Report of the Administration Committee of the Central Advisory Board of Education, 1944, as amended and adopted by the Board at their annual meeting in January 1945.**

**PREFACE.**

Sir Maurice Gwyer, the Chairman of the Committee appointed by the Board to examine the administrative changes and adjustments that would be necessary amongst the various bodies concerned with the primary and secondary stages of education, in order to implement the scheme for post-war educational development, presented the report of that Committee. The Board adopted the report with a few modifications and decided that it shall be forwarded to the Governments concerned for necessary action.

At their Tenth Meeting held at Baroda in January 1944, the Central Advisory Board of Education considered further the Memorandum on Post-War Educational Development in the light of observations received from the Inter-University Board in India and the Indian Public Schools Conference. The Board were of opinion that the successful operation of their plans for post-war development would require important administrative changes and that a readjustment would be necessary amongst the various bodies now concerned with the Primary and Secondary stages of education. They accordingly appointed the following Committee to examine and report on the issue :—

Sir Maurice Gwyer, K.C.B., K.C.S.I., D.C.L., LL.D., (Ex-Chief Justice, Federal Court, India), Vice-Chancellor, Delhi University.

The Hon'ble Mian Abdul Haye, Minister for Education, Punjab.

Dr. W. A. Jenkins, C.I.E., D.Sc., I.E.S., Director of Public Instruction, Bengal.

Dr. V. S. Jha, Ph.D., Divisional Superintendent of Education, Central Provinces.

S. N. Moos, Esq., C.I.E., M.A., I.E.S., Director of Public Instruction, Bombay.

The Hon'ble Khan Bahadur Saiyidur Rahman, Minister for Education, Assam.

John Sargent, Esq., C.I.E., M.A., Educational Adviser to the Government of India.

Sir Meverel Statham, C.I.E., I.E.S., Director of Public Instruction, Madras.

Dr. (Mrs.) Malini B. Sukthankar, M.B.B.S., J.P.

W. G. P. Wall, Esq., M.Sc., I.E.S., Director of Public Instruction, United Provinces.

2. The Chairman of the Board subsequently appointed the following additional members :—

1. W. H. F. Armstrong, Esquire, C.I.E., M.A., I.E.S., Director of Public Instruction, Punjab.

2. Sir V. T. Krishnamachari, K.C.I.E., Ex-Dewan of Baroda.

3. Rao Bahadur V. P. Menon, C.I.E., Reforms Commissioner.

4. K. G. Saiyidain, Esq., B.A., M.Ed., Director of Education, Kashmir State.

3. The Chairman of the Board appointed Sir Maurice Gwyer as Chairman of the Committee.

4. The Committee met at New Delhi on the 13th December 1944. The following members were present :—

1. Sir Maurice Gwyer (Chairman).
2. W. H. F. Armstrong, Esq.
3. Dr. V. S. Jha.
4. Sir V. T. Krishnamachari.
5. Rao Bahadur V. P. Menon.
6. The Hon'ble Khan Bahadur Saiyidur Rahman.
7. John Sargent, Esq.
8. Dr. (Mrs.) Malini B. Sukthankar.

Dr. D. M. Sen M.A., Ph.D., (London), Secretary, Central Advisory Board of Education was Secretary of the Committee.

The following members were unable to attend :—

1. The Hon'ble Mian Abdul Haye.
2. Dr. W. A. Jenkins.
3. S. N. Moos, Esq.
4. K. G. Saiyidain Esq.
5. Sir Meverel Statham.
6. W. G. P. Wall, Esq.

5. The agenda and papers circulated to the members of the Committee are set out in Annexures.

The Committee had before them the following papers :—

(1) An abstract statement of recommendations of the Central Advisory Board of Education and of its various committees with regard to control of education at various stages.

2. A statement of the position with regard to the relationship between the Central authorities and Local authorities in respect of administration of education as obtaining in Britain and the U.S.A.

(3) A statement of administrative arrangements necessary for ensuring compulsory attendance.

(4) Extracts from " Organisation and Administration of Public Education " prepared by the Advisory Committee on Education, U.S.A., regarding (i) Relationships of Federal, State, and Local Units in the Administration of Education Functions and (ii) Suggested improvements for State and Local Organisation and Administration of Education.

6. The Committee desire to state at the outset that they have interpreted their terms of reference as requiring them to supplement the recommendations which the Board have already made on the subject of educational administration and, where necessary, to amplify them or fill in certain important details. They do not propose to restate all the

features of the Administrative framework a sufficiently clear outline of which is to be found in the Board's Report on Post-War Educational Development. It is against the background of that Report that the observations which the Committee have to offer should be viewed.

7. The Board have observed in their Report referred to above that the implementing of educational reconstruction will require vision and efficiency on the part of the responsible authorities. No less important will be the qualities of courage and a broad and objective outlook, in so far as many practices and conceptions which have assumed the authority of traditions will have to be discarded, and "in fact much of the present rambling edifice will have to be scrapped in order that something better may be substituted." (Board's Report on Post-War Educational Development).

8. In the light of experience it cannot, but be considered unfortunate that the administration of education, particularly in the lower stages, should have been handed over to local bodies which for various reasons, have proved unable to shoulder the responsibility. The question of administration of Primary Education by Local Bodies has already been considered by the Board on several occasions. In 1937 the Board's Committee on Vernacular Education, presided over by Mr. B. G. Kher, then Premier of Bombay, reported that in regard to education under local bodies, there was "sufficient evidence that generally the administration is lax in many ways." "We are aware", the Committee proceeded to remark, "that the policy of the Government of India is 'to train the people in the management of their own local affairs and that political education of this sort must in the main take precedence of considerations of departmental efficiency', but there must be limits to the extent to which education can be allowed to form the training ground of our administrators. . . . we have little evidence to show that local bodies generally are developing a higher sense of civic responsibility in educational administration."

Provincial reports for years past have presented a very gloomy picture of education under local bodies, and the Board at their Eighth Meeting in 1943 were constrained to recommend that, wherever possible, Provincial Governments "should assume full responsibility for the administration of primary education." All the evidence which has been available to the Committee supports this conclusion, and bearing in mind particularly the fact that the enlarged provision contemplated for even the Junior Basic (Primary) stage of education will be wholly beyond the means of local bodies, the Committee have no doubt whatever that it will be essential for Provincial Governments to assume full administrative and financial responsibility for all stages of school education. That even the Provincial Government may find it beyond its means to meet the cost involved and may require assistance from the Central Government does not in any case invalidate the conclusion set out above.

9. The above recommendation of the Committee is based solely on considerations of efficiency and on the need to ensure that the vast sum of money involved will be spent to the best advantage. At the same time they recognise the desirability of enlisting public interest as widely as possible in the educational system. With this end in view, the ultimate object

should be to entrust functions in connection with educational administration to local bodies and suitable local individuals to the utmost extent that may be practicable. This can be achieved in several ways.

While Provincial reports leave no doubt as to the generally unsatisfactory level of educational administration by local bodies, there are nevertheless some whose administration is less open to criticism. Such local bodies therefore as are considered efficient in this respect may well be authorised by the Provincial Governments concerned to continue their educational functions under such conditions as the latter may prescribe, as long as those functions are efficiently discharged to the satisfaction of the Provincial Government.

Similarly, the resumption of all powers by Government in any area in regard to educational administration need not mean that the local body or bodies of the area will be divested of those powers permanently. It is hoped that as education spreads more widely and opportunities for training in responsible self-government increase, there will come a further realisation among the public at large of the importance of an educational administration which is both efficient and unaffected by any personal or political considerations. As and when this hope is fulfilled, Provincial Governments will no doubt be ready to delegate progressively some of their educational functions to existing local bodies or *ad hoc* bodies when it may be considered more desirable to establish these.

10. Elected public bodies cannot be expected under existing circumstances to contain any substantial proportion of members with real knowledge of and interest in education. Other means should therefore be adopted to enlist the services of such persons where they exist. It is suggested that each Provincial Government should establish for this purpose a central body with advisory functions. This body would be in constant contact with the Provincial Government and would represent to the latter the enlightened public opinion in regard to educational matters. In addition to this Provincial Advisory Board of Education, there should also be Regional Advisory Boards, which will be likely to possess a more intimate knowledge of local needs and conditions, and will therefore be better able to deal with matters which require a more detailed consideration. It may be convenient that the regions of these latter bodies and the areas of divisional inspectors of schools should be co-terminous.

It would not perhaps serve any useful purpose at this stage to attempt to prescribe the composition or define the functions of these Boards beyond saying that their members should at any rate in the early stages, all be nominated by the Provincial Government and that their purely advisory functions should be concerned with all education up to the High School stage and also with Adult Education and Youth Service. The details of their constitution, powers and functions will be determined from time to time by the Provincial Government concerned, in accordance with local needs and in the light of experience. It is, however, hoped that when these Boards have been sufficiently well established it will be possible to broaden their functions and powers as they make progress.

11. In addition to these Advisory Boards, it would be well to associate educated and influential local individuals with educational administration as managers of a school or group of schools according to local needs

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and circumstances. These managers or managing bodies should be appointed by the Provincial Government and should be responsible to it either through the local educational officer or through the Regional Board if so determined. Subject, however, to the ultimate full control of the Provincial Government they should be entrusted with as wide administrative powers as may be feasible (though the Committee would not include among these powers anything to do with the appointment of teachers) and encouraged to exercise those powers with a full sense of responsibility and independence.

12. In most if not all Provinces, there will no doubt be a large number of voluntary educational organisations and their relation to the administrative system will need consideration. Private enterprise can play a very valuable part in the educational field, and it is desirable therefore to give voluntary organisations the fullest encouragement, both financially and otherwise. On the one hand, they should be given financial assistance in conducting their own educational institutions, provided always that those institutions offer facilities of a standard not lower than that of comparable State institutions. On the other hand, they should be given an opportunity of assisting the State with their knowledge and experience. It is therefore suggested that, in addition to any other steps that a Provincial Government may consider desirable in this connection, the voluntary educational organisations should be given adequate representation on the proposed Provincial and Regional Advisory Boards.

13. A co-operation problem of a different kind which is likely to arise is how to secure proper co-ordination between the lower stages of education and the University stage. At the moment instruction in high schools is to large degree subordinated to the requirements of the University courses but the problem will assume much greater importance when the lower stages of education generally and high school education in particular are planned on a wider basis and the interests of those pupils who will not proceed to a University are provided for. To preserve the requisite contact with Universities it is suggested that the Provincial Advisory Board of Education should be given representation on the principal executive and academic bodies of the University or Universities of their respective areas. It should be sufficient if the Board is allowed to nominate to each body two representatives, including the Director of Public Instruction of the Province. In some cases the Director of Public Instruction is already an ex-officio member of such bodies.

14. The subject of Technical Education, including questions of organisation and administration has already been dealt with fully in the Board's Report on Post-War Educational Development and in the Report of the Technical Education Committee (1943). It is unnecessary to deal with those matters again here : but the Committee envisage the need for regional committees or councils, in addition to the All-India Council of Technical Education. The territorial jurisdiction of these councils or committees should be determined by economic considerations rather than by existing administrative boundaries.

15. The Board's proposals for universal compulsory education if they are to be administered effectively require a new branch of the educational service, namely that of School Attendance Officers. An efficient service

of School Attendance Officers is indispensable to the satisfactory working of a system of compulsory education.

At first the role of School Attendance Officers will be an unpopular one, but it is to be hoped that gradually the function of these officers will come to be less one of bringing pressure to bear on parents and prosecuting them and more one of acting as 'guides, philosophers and friends' to children and their parents. It is therefore necessary in the larger interests of education both that these officers should be very carefully selected for their tact and personality and that they should be kept separate from the inspectorate and other branches of the educational service.

It is suggested that there should be a Chief School Attendance Officer for each Province and under him Regional School Attendance Officers, District School Attendance Officers and Schools Attendance Officers. The last mentioned should be of the status of Senior Basic (Middle) School teachers and should be paid at roughly the same rate. They will not be required to undergo the usual teacher training course but will be given a special training suited to their work.

16. Any organisation for enforcing attendance at school must aim at securing the co-operation of parents by persuasion and propaganda and should always regard legal compulsion as a last resort. It is therefore desirable to associate the parents in some way with the School Attendance organisation. It is suggested that wherever a Provincial Government is able to find suitable persons it should appoint School Attendance Committees consisting of members of local bodies or other influential local persons. Whenever a School Attendance Officer finds it necessary to take a parent to the court of law he should first submit the case to the local Committee where one has been set up, and a prosecution should be launched only after the Committee is satisfied that other means have failed.

17. It has been the general experience particularly in this country that magistrates are often inclined to treat School Attendance cases somewhat lightly. This may perhaps be due to the fact that compulsory education is still a more or less rare phenomenon in India and there has not so far grown up an enlightened public opinion on the subject. With the introduction of universal compulsory education throughout the country, the whole community including the Magistrate will no doubt recognize the importance of seeing that it is properly enforced. A common complaint at present is the great delay which often occurs in the hearing of cases. It is most essential that this kind of case should be speedily disposed of ; and the Committee suggest that special court days might be assigned for the purpose and that a rota of Magistrates should always be available for dealing with them.

18. Above all the success of the School Attendance organisation will depend upon the possession by the School Attendance Officers of the right personality. The difficulty of obtaining so many persons of the right kind, particularly in the initial stages, is not overlooked. It will be still more difficult to recruit the right type of women in the numbers required ; and on account of the *purdah*, the need for suitable Lady School Attendance Officers needs special emphasis.

19. The Committee wish to call attention at this stage to an obvious truth which nonetheless needs to be reiterated and emphasised. Whatever administrative arrangements may be made they shall fail in their object unless there are capable men to give effect to them. The most skilfully devised machine must break down sooner or later if it is unskilfully driven and this applies to the educational machine not less than to others. "Since it is not uncommon", observed the Board's Committee on Recruitment of Education Officer (1942), "in India or other countries to come across people who think there is something about Education which makes it unnecessary to pay its servants properly, the Committee think it desirable to record what might otherwise appear a truism, *viz.*, that if Education is to attract as good servants as other Services it must offer comparable rewards." If, therefore, there are to be any substantial developments in the educational field the first pre-requisite will be not only to strengthen very considerably the administrative staffs of the Central and Provincial Education Departments numerically but also radically to revise current ideas in regard to the salaries which should be offered to the persons whose function it will be to give concrete shape and impetus to far reaching schemes of development.

20. The Committee on Recruitment of Education Officers has indicated the scales of salary which may normally be considered reasonable. It is, however, necessary to emphasise another important point. Not only should those in the educational service be paid reasonably well, but it is even more important that they should be treated, in regard to salary and otherwise, as well as those in other services. An inferior scale of pay will mean an inferior personnel for the educational service, and a lower status will make it extremely difficult for that personnel to discharge its duties properly. "In Government Service, as in other walks of life", observed the Committee on Recruitment of Education Officers, "pay and prestige tend to be closely related and the Committee are in agreement with the Bengal Government that it will always be difficult for the Education Officer to hold his own with Officers of other services and particularly with district officers so long as they have reason to regard him as of inferior status.".....

21. Another point to which the Committee wish to call attention in this connection, is the fact that the Secretary to Government in the Education Department is in every Province, except the Punjab, a member of the Indian or Provincial Civil Service. This matter has already been considered by the Board and the Committee are in entire agreement with the views of the former as expressed in their Report on Post-War Educational Development in India. "The Director of Public Instruction", observed the Board, "should be responsible to Government for the general administration of education (other than University and higher Technical education) throughout the Province. For this purpose he should be Secretary for Education, if such a post is really necessary, as well as Director of Public Instruction\*. There can be no possible justification for interposing an officer without an expert knowledge of educa-

\*NOTE :—The Minister of Education, Bengal (the Hon'ble Mr. Tamizuddin Khan) desired it to be noted that he did not wish to express any opinion on this point.

tion between the Director of Public Instruction and the Minister or Board to whom he should be directly responsible." The Committee record the opinion, though they feel it should hardly be necessary to do so that the Director of Public Instruction himself should always be a person who combines high academic qualifications and considerable teaching experience with a wide knowledge of educational administration.

22. The Committee have attempted in the foregoing paragraphs to indicate certain administrative rearrangements and readjustments which will be necessary if the Board's proposals for educational development are to be given effect to. Some of the Committee's recommendations, it should be mentioned, are equally valid and urgent with reference to the existing system. But, whatever the administrative arrangements, a large scheme of development such as that contemplated requires for its success a large measure of good will and a spirit of co-operation. It will demand an attitude of give and take and a sense of community of interest between one Provincial Government and another and between Provincial Governments and the Central Government.

It appears probable that no Provincial Government will be able to meet the total expenditure on those stages of education for which it will assume responsibility, and that the Central Government will therefore have to give financial assistance to Provinces on an adequate scale. In that event it will be open to the Central Government to attach any condition to the grant which they would make from the central revenues, including, if necessary, that expenditure met from such grants should be audited on their behalf as well as on behalf of the Provincial Government, though in a single audit. In addition to this, in order to ensure satisfactory co-operation it is suggested that a committee appointed by the Central Advisory Board of Education should visit each Province in receipt of financial aid from the Central Government, once in five years or after, if the Provincial Government so requests or if it is otherwise necessary. The object of the visit will be to ascertain the progress which particular schemes of development are making and also to discuss with the Provincial Government any problems that may have arisen in connection with the carrying out of those schemes.

23. The Committee are reluctant to make definite recommendations as to the manner in which the Provinces should co-operate *inter se*, particularly as the same arrangements may not be equally feasible for all Provinces. They nevertheless, trust that it will be possible for Provinces to devise suitable measures which will ensure fullest co-ordination and co-operation between themselves. The Committee particularly hope that inter-Provincial barriers for instance in regard to admission to Teachers' Training Colleges and other educational institutions, will progressively be broken down in the interest of co-operation.

24. The following is a summary of the Committee's main conclusions and recommendations :—

- (1) Provincial Governments should assume full administrative and financial responsibility for all school education.



(2) Powers resumed by Provincial Governments may be redelegated by them either at once or at an early date to those local bodies whose efficiency can be depended upon or to *ad hoc* bodies that may be set up for this purpose.

(3) In order to enlist public interest in educational administration, each Provincial Government should appoint—

(i) A Provincial Advisory Board of Education, which should take cognisance of the whole field of Provincial education.

(ii) Regional Advisory Boards of Education.

These Boards will be concerned with Adult Education and Youth Service also, in addition to all education upto the High School stage.

(iii) Managers or Managing bodies for individual schools or groups of schools, exercising such powers as may be prescribed, as and when suitable local persons are available.

(4) In order to link up voluntary institutions with the general systems, voluntary educational organisations should be adequately represented on Provincial and Regional Advisory Boards.

(5) In order to secure co-ordination between the lower stages of education and education in the University stage, Provincial Advisory Boards should be represented on the principal executive and academic bodies of the University concerned by the Director of Public Instruction and one other member.

(6) The All-India Council of Technical Education should have regional committees which may cover the areas of one or more provinces.

(7) There should be an efficient organisation of School Attendance Officers in each Province. The need for Women School Attendance Officers requires special consideration.

(8) When and where possible, School Attendance Committees consisting of members of Local Boards or other influential local persons should be set up to decide locally what cases should be sent for prosecution.

(9) It is essential that school attendance cases should be disposed of as speedily as possible and steps should be taken, if necessary, to assign special court day for them, with a rota of Magistrates who will be available to sit.

(10) No substantial developments in the educational field are possible without a very considerable strengthening of the administrative staff of Education Departments, both qualitatively and quantitatively. It is also necessary that the salary and status of educational officers should not be appreciably lower than those of comparable Government servants in other services.

(11) In the event of the Central Government giving a grant to a Provincial Government for an approved scheme of development, the former may require as one of the conditions to be attached to the grant that Provincial accounts should be audited on behalf of the Central Government as well as the Provincial Government though in

a single audit. In addition to this, in order to ensure satisfactory co-operation it is suggested that a Committee of the Central Advisory Board of Education should visit a Province once in five years, or oftener if necessary, to discuss the progress of development schemes and other matters of common interest.

(12) Suitable means should be devised to ensure the fullest co-ordination and co-operation between Provinces, and inter-Provincial barriers, *e.g.*, in regard to admission to Teachers' Training Colleges and other educational institutions should not be allowed to impede the working of the Educational system in any province.

## ANNEXURE I.

### AGENDA.

To consider what arrangements or readjustments are necessary in order to improve the machinery of educational administration and hereby to facilitate the introduction of a comprehensive system of public instruction on the lines contemplated by the Central Advisory Board of Education with particular reference to the following matters :

1. Arrangements for the administration and control of different stages and types of education such as Basic (Primary and Middle) Schools, Junior Technical Schools, High Schools (Academic and Technical), including Art Commercial and Agricultural), Universities Senior Technical Institutions and Adults Schools.

2. The extent to which it may be desirable and practicable to provide for popular representation on educational bodies and to recognise and encourage the activities of voluntary organisations.

3. The need for strengthening the administrative staffs of Education Departments, including the question of status of educational officers *vis a vis* other Government servants.

4. The administrative arrangements necessary for ensuring compulsory attendance.

5. The best way of securing essential co-operation in regard to post-war development between individual Provinces and between Provinces and the Centre.

## ANNEXURE II.

### A SUMMARY OF THE PRESENT POSITION AND THE SUGGESTIONS MADE BY THE DIRECTORS OF PUBLIC INSTRUCTION AND SUPERINTENDENTS OF EDUCATION.

#### A.—Provinces.

*Assam.*—Primary education is subject to "Dual Control". It is partly in the hands of Government and partly under the Local Bodies and Mission Agencies. To remove this evil the Government of Assam have set up a Committee to advise about the spread of primary education with a view to the liquidation of illiteracy, including the question of taking over control from the Local Bodies and others.

As to Secondary Education, the 'Middle' stage is mainly a responsibility of the Provincial Government while the High School stage is controlled by the Calcutta University in many respects.

**Bengal.**—By the Primary Education Acts of 1919 and 1930 Primary Education was made a responsibility of (a) Municipalities and (b) District School Boards and District Boards. Government exercises no direct material control over Primary Education. It seems very improbable that the Legislature would at the moment agree to the changes which are necessary for implementing the Report on Post-War Educational Development. This would involve

(a) drastic changes in the Primary Education Act with far greater authority resting with the Provincial Government than at present, and

(b) a completely new type of Secondary Education Bill which will ensure that Government can implement the general education policy.

The bringing into operation of a plan like that proposed in the Advisory Committee's Report will be of the greatest difficulty as far as Bengal is concerned.

**Bihar.**—(i) *Primary Education.*—Under the Local Self Government Act District Boards have been made responsible for the maintenance and management of primary and middle schools and they have been vested with powers to control their employees and also to a certain extent the subordinate inspecting staff who are the employees of Government. This dual control leads to apathy and inefficiency amongst the subordinate inspecting staff. Primary Education should be state controlled.

The rules in the Education Code have no sanction other than refusal or withdrawal of Government grants or of recognition of the schools.

The best arrangement would be to constitute a Provincial Board for Primary Education presided over by the Education Minister or Adviser and representative of all interests. There should also be district and sub-divisional *ad hoc* committees to whom powers will be delegated by the Provincial Board. The cost of Primary Education should be met from provincial revenues with contributions from local Educational cesses. The question of better organisation of the control of Primary Education is under the consideration of the Provincial Government.

(ii) *Secondary Education.*—Secondary (High School) Education is under the dual control of Government and the University of Patna. Government discharge their responsibility mainly through the Board of Secondary Education which is a non-statutory body. But in important matters the decision of the Board are subject to the concurrence of the University. Secondary Education should be controlled by the Government while the University should be free to hold its own Entrance Examination and to grant such exemptions as it may like to candidates passing the School Leaving Examination of the Secondary Education Board.

(iii) *Technical Education.*—This is under the control of the Industries Department except at the University stage where the academic control is by the University and the administrative control by Government. Technical Education at the secondary stage should be under the control of the Secondary Education Board which may have to work through a committee on which industrial interests should be adequately represented. The Provincial Government have in the past decided that Technical Education should be under the Industries Department, the necessary coordination between Education and Industries being obtained by the fact that both these subjects are dealt with in the same Department of the Secretariat, viz., the Education and Development Department.

**Bombay.**—*Primary Education.*—The majority of primary schools are maintained by Local Authorities. Of the total of 20,000 primary schools, 12,000 are Local Authority Schools and 8,000 private schools receiving grants-in-aid from the Local Authority or from Government direct.

Under the Primary Education Act of 1923 the administration and control of Primary Education, including inspection of schools was transferred to Local Authorities who functioned in this connection, mainly through School Board. The Act was amended in 1938 and the inspecting staff was taken over by the Education Department from the Local Authorities. The School Boards, however still retain the power of determining the general policy and the budget and are thus in a position to interfere with the duties and powers of the Administrative Officer.

In the opinion of the Director of Public Instruction, Bombay, if Primary Education is to be made compulsory, it will be necessary to take over complete control of Primary Education from Local Boards by Government as the major portion of the expenditure will have to be met from taxes, Provincial or Central.

*Secondary Education.*—Out of the 900 Secondary Schools, 25 are maintained by Government, 200 by Local Boards and the rest by private bodies with aid from Government. The only control exercised by Government is through the Grants-in-aid Code. Most of the schools are over crowded and ill-equipped and the conditions of service of teachers are far from satisfactory. Raising of the salaries of teachers and generous increase in grants alone can improve the condition of these schools.

*Technical Education.*—There is a Board of Technical and Industrial Training which looks after all Trade (Junior Technical) Schools. All Primary and Secondary Schools with a vocational bias are under the control of the Education Department.

C. P. & Berar.—The present position is as follows :—

(i) *Primary Education.*—The responsibility for provision of primary education rests on Local Bodies and private societies. Government pays grants-in-aid, employs an inspectorate to see that the prescribed standard of efficiency is maintained. It also maintains some primary schools the great majority of which are girl schools. The question of assuming full responsibility by Government has been postponed for consideration after the restoration of the normal constitution.

(ii) *Pre-Primary Education.*—This is left to private enterprise.

(iii) *Secondary Education.*—Development and establishment of Secondary Schools are left to private enterprise, Government providing model High and Middle Schools at selected places and giving grants-in-aid to selected Private and Municipal schools. Government also employ an inspectorate to see that the prescribed standards are maintained. The High School Education Board exercises control over courses of studies and examinations.

(iv) *Technical Commercial and Art Education.*—Handicraft schools are controlled by the Department of Industries. An Engineering College affiliated to the University is maintained by the Education Department. The Education Department also provides a number of stipends for the study of Engineering and Art outside the Province.

(v) *Adult Education.*—Schemes for the establishment of adult schools by Local Bodies with the aid of Government grants have been in force, but local enthusiasm has waned. Some libraries are maintained by Local Bodies with the aid of Government grants.

N. W. F. P.—(i) *Primary Education.*—The agencies mainly concerned with primary education are—

The Local Bodies, private aided bodies like the Christian Missions and the Islamia, Khalsa and Hindu School Managing Committees, Government administration in agencies and tribal areas and some States.

No difficulty is experienced by the Education Department in exercising the requisite amount of control on primary schools, except those under Local Bodies. For the reason that the Local Bodies are given excessive executive powers with regard to appointment, transfer, dismissal etc., of school masters serving in their schools. This is particularly anomalous in view of the fact that Government meet 9/10ths of the Expenditure on primary schools and almost the entire expenditure on secondary schools incurred by District Boards. The powers given to them have not been exercised judiciously by the Local Bodies.

Primary education if it is to function efficiently should be taken over entirely by Government and the Municipalities and District Boards should make fixed contributions amounting to 15 to 20 per cent. of their gross revenues.

(ii) *Secondary Education.*—The remarks in the above paragraph hold good in respect of secondary education under Local Bodies. The entire control should be in the hands of the Provincial Government who should meet the entire expenditure except in the case of denominational and state institutions where the present system of grants-in-aid should continue. A suggestion to this effect has been made by the Director of Public Instruction and is being considered by the Local Government.

*Punjab.*—(i) *Vernacular Education.*—Vernacular Education, both primary and secondary, mostly rests with the various Local Bodies, in the province. There are practically no vernacular schools directly managed by Government. Private effort too is negligible and the few schools that exist will disappear when Government schemes for compulsory education are enforced.

Instances are not wanting to show how political, social and religious prejudices of the members of Local Bodies have influenced the administrative affairs of the schools to the detriment of educational advance. There are some bodies who have delegated some administrative powers to the officers of the Education Department but this delegation has been hedged round by provisos, which have resulted in complications. Financially the Local Bodies have reached the limit of their resources and if any advance is to be made, vernacular education must be financed on a provincial basis.

The Punjab Government being an elected democratic Government the taking over of control of primary education by Government cannot politically be regarded as a retrograde step. Or at least the delegation of adequate administrative powers by Local Bodies to educational authorities should be made compulsory and effective. This will call for amendments to the District Board and Municipal Committee Acts as well as the Punjab Education Code.

In order to keep local interest in education alive, the District Board and Municipal Committee Acts might be modified so as to enable each Local Body to organise an education committee with only advisory functions and duties. The committees may act as a kind of liaison between the Boards and the education department without interfering with administrative affairs.

(ii) *Relation of District Educational Officers to the Civil Authorities.*—The District Educational Officers should be sufficiently free and independent to carry out the educational policy of the Department without any direct interference from the heads of the civil administration of the districts or any other similar authority.

(iii) *Enforcement of compulsion.*—This requires the speedy and effective disposal of cases under the Compulsory Primary Education Act. Either the \*D.E.Os.

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\*District Educational Officers.

should be given magisterial powers for a summary trial after they have passed the prescribed law examination or there should be separate magistrates for this work. Their work might be reviewed annually by the District Magistrates in consultation with the Director of Public Instruction.

(iv) *High School Education.*—The management of High Schools is at present divided among (a) Government, i.e., the Punjab Education Department, (b) Local bodies, and (c) Private organisations. The administrative position of High Schools under Local Bodies and private managements is not above criticism. Government have tried in recent years to safeguard the interests of the teachers in these schools by enforcing service rules for their benefit.

The objective of a good high school system being to secure the best talent for national service, it is desirable that High Schools should be run by the state. Government will have to subsidise non-Government schools also very generously in order to maintain a minimum standard of efficiency.

To meet the needs of children who fail in the selective test for High School education but whose parents may desire them to have such education, separate provision will be necessary on a no cost basis to Government.

*Sind.*—1. *Compulsory Education.*—There is scheme under consideration to introduce free and compulsory education for boys between the ages of 6 and 10 within a period of 10 years by applying compulsion to 6 talukas every year.

2. Educational control has been resumed from all Local Boards except the Karaebi Municipal School Board. An additional post of District Educational Inspector for Muslim Education has been created, bringing the total number to four, each being in charge of two districts.

3. The Director of Public Instruction should have the same rank as officers of the all-India services and in a small province like Sind, he should also be Secretary to Government.

4. Changes in pay and designation of the educational services together with other administrative changes will be needed when the introduction of the post-war scheme is taken-up. Local circumstances will have to be kept in mind when doing so.

#### B.—Local Administrations.

*Ajmer-Merwara.*—Present position :—

*Primary Education.*—Primary Education is mainly managed directly by the Government. The few private agencies in the field may disappear on account of the stoppage of the grant-in-aid hitherto paid by the District Board. All rural Primary Schools are mainly managed by Government. The contribution of the District Board is negligible. They meet a part of the contingent expenditure and the pay of 31 teachers borne on their cadre. The Municipal Committees of Ajmer and Beawar maintain certain Primary Schools and Primary and Secondary Schools respectively. The Nasirabad Cantonment Board give some aid to privately managed schools.

*Secondary Education.*—Secondary Schools are maintained by Government as well as private agencies. A few are managed by the Beawar and Kekri Municipal Committees, with Government aid.

*Suggestions :—*

(1) Government should take over all Primary Schools managed by the Municipal Committees at Ajmer, Beawar and Kekri.

(2) Government should ask these Committees to transfer their present expenditure on education to Government in the shape of their contribution towards education in the areas under their jurisdiction.

(3) The Inspecting and Ministerial staff of the Education Department need strengthening.

(4) Attendance Officers should be appointed to ensure compulsory primary education.

*Bangalore.*—(i) *Primary Education.*—Compulsion has not been introduced and there has been no need of it, as most parents readily send their children to school.

Of the 69 primary schools in the Civil and Military Station, Bangalore, 39 are Municipal Schools and 29 are aided. With effect from 1944-45 all municipal schools have been put in the charge of the Deputy Inspector of Schools and are under the general supervision of the Inspector. Thus the recommendation in paragraph 7 of Chapter XII of the Report on Post-War Educational Development has been given effect to.

(ii) *Secondary Education.*—The educational needs of the C. & M. Station are being met very fully so far as secondary education is concerned.

*Coorg.*—At present the province spends Rs. 3,05,581, on education, both primary and secondary. Of this Rs. 1,31,850 come from provincial revenues, the rest being contributed by Local Bodies, and private agencies. Primary education has been mainly the concern of the District Board. The Government give a grant of Rs. 25,740 and the Local Bodies meet out of their revenues Rs. 1,73,731. Government should take up the responsibility for primary education. Coorg is a small area and there is hardly room for two organisations in the field. Moreover the finances of the Coorg District Board do not permit of much advance in education.

The Chief Commissioner is the head of Education as he is the head of every other branch. He is advised by the Inspector of Schools of the Bangalore Cantonment area. Immediately under the Chief Commissioner is the District Educational Officer on a scale of Rs. 225—10—325—25½—350. He is also education member for the Coorg Legislative Council. Under him there is an Assistant Educational Officer on a scale of Rs. 75—5½—100.

The present administrative machinery needs change. In the first place the District Educational Officer does not enjoy the same status and grade as the officers of similar position in other departments.

Similarly the scales of pay of the establishment of the \*D.E.O. need to be raised. The \*D. E. O. should be designated Director of Public Instruction and made the adviser to the Chief Commissioner. More posts for inspection should be created.

*Delhi.*—*Primary Education—Present position.*—Primary education is mainly the concern of the Local Bodies, viz., the Delhi District Board, the Delhi and New Delhi Municipal Committees and the Notified Area Committee, Civil Station, Delhi. A number of primary schools and primary departments of secondary schools also receive grants-in-aid from the Local Bodies on the recommendation of the Education Department.

The Superintendent of Education is an *ex-officio* member of the Delhi and New Delhi Municipal Committees. The District Inspector of Schools is an *ex-officio* member of the Delhi District Board and Chairman of the Education Sub-Committee. Certain powers formerly exercised by the Chairman of the District Board have been delegated by the Board to the District Inspector of Schools, the Superintendent of Education and the Assistant Superintendent of Female Education.

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\*District Educational Officer.

The Education Department acts in an advisory capacity in all matters relating to education.

The District Inspector of Schools, on behalf of the Superintendent of Education, acts as the educational adviser to the Notified Area Committee, Delhi.

The Government inspecting staff inspect all the primary schools.

The local bodies fully co-operate with the Government Inspectors in furthering the cause of education. There has been no clash between them as is usual elsewhere.

*Secondary Education.*—The Education Department recognises schools up to the Middle stage. Vernacular Middle education is administered by the Education Department of Delhi whereas the Vernacular Middle Examination is conducted by the Punjab Education Department. In view of the small number of students from Delhi taking the examination, a separate examining body for the Delhi Province has not been constituted.

Secondary schools are managed variously by Government, Local Bodies and private agencies.

The High School portion of secondary schools is recognised by the Board of Higher Secondary Education, Delhi.

In addition to being inspected by the Education Department the Higher Secondary and High Schools are inspected triennially by a Special Inspecting Committee of the Board.

*Suggestions.*—(1) Government should take over full control of Primary Education from Local Bodies.

(2) The Inspecting and Ministerial staff of the Superintendent of Education will have to be strengthened.

(3) Attendance Officers should be appointed to ensure compulsory education. The Superintendent of Education should have magisterial powers to punish offenders.

#### C. INDIAN STATES.

*Baroda.*—*Primary Education.*—No change in the administrative system is necessary since primary education is already state controlled. The present compulsory age which is 7 to 12 will have to be extended to 6 to 14, involving an increase in the number of schools, inspecting staff, etc.

*Secondary Education.*—This is imparted partly by Government and partly by private and public enterprise. Government's policy is to give liberal grants in order to encourage private enterprise. There are only 48 Government schools, out of a total number of 156.

*Administration.*—All forms of education are directly administered by the Education Department. The Colleges and High Schools, however, which are affiliated to the Bombay University are, in academic matters, subject to the rules and regulations of that University.

Although the State Government have not thought it proper to delegate any educational administrative powers to Local Bodies, there is a statutory provision of various advisory committees like the Taluka and District Education Committees consisting of non-official members nominated by Government to enlist public co-operation in the field of education. The District Committees alone have certain executive powers.

Several of the recommendations of the Board in this connection have already been implemented by the State Education Department. For those that are not yet in force, necessary adjustments will be made.



*Hyderabad.—Primary Education.*—Primary education is free but not compulsory. It is entirely under the control of the State and recurring expenditure is met from State Revenues. Non-recurring expenditure on buildings, repairs, furniture, etc., of schools in rural areas is met by the Local Fund Department. There are also some schools which are aided from State Revenues.

*Secondary Education.*—Bifurcation for Secondary Schools for general education and Industrial Schools begins at the end of the primary course. The academic Secondary Schools cover two stages of three years each—the Middle stage and the High School stage.

There are also Vocational and Technical Schools. The Board of Secondary Education controls the schools for general education while an Advisory Council advises on technical and vocational education. All schools, technical as well as academic, are under the control of the Director of Public Instruction.

*Kashmir.*—In Kashmir the control and supervision of both primary and secondary education rest entirely with the State Government. The position is, thus, in line with the recommendations of the Central Advisory Board of Education.

*Mysore.*—(i) *Primary Education.*—The Government resumed the control and administration of primary education from Local Bodies in 1941. Simultaneously with the resumption a Central Education Board for Elementary Education was set up to which each District Education Committee is entitled to elect one member. The latter have been constituted in order to retain local interest in Education. They function in an advisory capacity. The function of the Board is to consider the reports submitted by the District Education Committees and to advise upon all such matters as may be referred to it by the Education Department. The Director of Public Instruction has been appointed by Government as the President of the Board and the Deputy Director of Elementary Education as its Secretary.

79.5 per cent of the primary schools are established and maintained by the State while 20.5 per cent. have their own committees of management.

(ii) *Secondary Education.*—Secondary Schools are largely maintained and controlled by the State, but private effort is in greater evidence at this stage and Municipal Councils are encouraged to open High Schools. In view of the need for educational reconstruction after the war a Board of Education similar to the Central Advisory Board of Education in India and functioning on identical lines has been set up by the Government with the Minister for Education as Chairman and including representatives of all educational interests in the State.

Many of the recommendations of the Central Advisory Board of Education in this connection have been anticipated in the State. The whole system of Education is State maintained and State controlled at all stages. Private effort is stimulated in pre-university stages.

The question of the improvement of the status and emoluments of educational officers is also under consideration.

Industrial Schools in the State are under the control of the Director of Industries and Commerce.

*Travancore.*—Secondary and Primary Schools are mostly managed by non-official agencies, the Government maintaining and directly administering only about one-fourth of the total number. The others receive grants according to the rules laid down by Government. Primary education covering a period of 4 years is free to all. There are no Local Bodies, properly so called, engaged in managing schools. The few that were tried were not successful and there is only one such school at present. Experiments were tried to create local interest in Education by appointing school boards but this did not work satisfactorily. Some

changes in this direction will be necessary in the future either in the form of an Advisory Board with Standing Committees to represent various branches of education, or separate boards for each of the important branches of education under the new scheme.

The final decision on all questions of policy and administration rests with Government. Control over educational organisations and institutions vested in the Director of Public Instruction is regulated by the Education Code. The Director of Public Instruction is not Secretary to Government (Education) as it is considered advantageous that matters affecting public interests intimately should be scrutinised from the standpoint of the general administration.

For inspection purposes the State is divided into four main Educational Divisions, with a Divisional Inspector at the head of each Division. Each Division has eight Districts, each District being under an Assistant Inspecting Officer. This \*A.I.O. has control over all primary schools within his or her jurisdiction. He also inspects middle schools imparting instruction mainly in the mother tongue. Reading rooms and libraries which are the main agencies for adult education are also under the control of the Assistant Inspecting Officers. Such libraries are either maintained or assisted by Government.

Apart from ordinary schools with a vocational bias, technical schools are administered by the appropriate departments concerned, i.e., Agricultural Schools by the Director of Agriculture and Industrial Schools by the Director of Industries. Fishery Schools which are merely primary schools for the fisherfolk, are under the Education Department. Higher Technical Education is under the control of the University. There is much to be said for bringing all educational programmes of the pre-University grade under the Education Department. A special officer for the promotion of vocational and welfare work in schools has been attached to the Director of Public Instruction.

It is necessary for the State to secure representation for the Director of Public Instruction on All-India Educational Committees to enable the State to keep pace with the progress achieved outside.

The inspecting staff for separate girls' schools needs to be strengthened so that more frequent inspections may be made possible. For the same reason, the number of Divisional Inspectors needs to be increased.

On matters concerning school medical inspection the Director of Public Instruction, the Director of Public Health and the Surgeon-General take counsel and jointly advise the Government.

An Inspector of Muslim Education inspects the teaching of Arabic in schools and carries on propaganda for the extension of education among Muslims. The functions of the Protector of Backward Communities are largely educational combined with rural uplift work.

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\*Assistant Inspecting Officer.

**Report of the Agricultural Education Committee of the Central Advisory Board of Education, 1944 as amended and adopted by the Board at their annual meeting in January 1945.**

**PREFACE.**

The Board considered the report of the Agricultural Education Committee and adopted the same with certain amendments. The Board directed that the report as approved should be communicated to the authorities concerned for necessary action.

At their tenth meeting held at Baroda in January 1944, the Central Advisory Board of Education considered the report of the Committee appointed by them to explore the mode of developing the facilities for technical education (including art and commercial education) in the country as a whole. In view of the great importance for this country of Agricultural Education, the Committee had left it out of their deliberations and had recommended the appointment of a special Committee to consider the problem in all its aspects. The Board therefore appointed the following Committee to examine and report on the problem of Agricultural Education :—

W. H. F. Armstrong, Esq., C.I.E., M.A., I.E.S., D.P.I., Punjab.

The Hon'ble Pir Illahi Baksh Nawazali, Minister for Education, Sind.

Rao Bahadur Sir V. T. Krishnamachari, K.C.I.E.

Gaganvihari L. Mehta, Esq., M.A. (Ex-President, Federation of Indian Chambers of Commerce).

S. N. Meos, Esq., C.I.E., M.A., I.E.S., D.P.I., Bombay.

John Sargent, Esq., C.I.E., M.A., Educational Adviser to the Government of India.

Sardar Bahadur Sardar Ujjal Singh, M.A., M.L.A. (Punjab).

The Chairman was authorised, to nominate a suitable number of agricultural experts to serve on the Committee.

2. In accordance with the power conferred by the Board, the Chairman of the Board invited the following additional members to serve :—

1. L. K. Elmhirst, Esq., Special Adviser, Agricultural Department, Government of Bengal.

2. Dr. Sam Higginbottom, Principal Agricultural College, Naini.

3. Sir Pheroze Kharegat, C.I.E., I.C.S., Additional Secretary to the Government of India, Department of Education, Health and Lands.

4. Dr. F. C. Minett, D.Sc., M.R.C.V.S., Director, Imperial Veterinary Research Institute, Mukteswar-Kumaon.

5. Sri Rao Bahadur G. N. Rangaswami Ayyangar, Madras.

3. The Chairman of the Board appointed Rao Bahadur Sir V. T. Krishnamachari as Chairman of the Committee.

4. The Committee met at New Delhi on the 11th and 12th December 1944. The following members were present :—

1. Rao Bahadur Sir V. T. Krishnamachari (Chairman).
2. W. H. F. Armstrong, Esq.
3. Dr. Sam Higginbottom.
4. Sir Pheroze Kharegat.
5. Dr. F. C. Minett.
6. Sri Rao Bahadur G. N. Rangaswami Ayyangar.
7. John Sargent, Esq.

Dr. D. M. Sen, M.A., Ph.D. (London), Secretary, Central Advisory Board of Education, was Secretary of the Committee.

The following members were unable to be present :—

1. L. K. Elmhirst, Esq.
2. The Hon'ble Pir Illahi Baksh Nawazali.
3. Gaganvihari L. Mehta, Esq.
4. S. N. Moos, Esq.
5. Sardar Bahadur Sardar Ujjal Singh.

5. The agenda which the Committee considered is set out in the annexure. The following additional papers were circulated to the members :—

(1) A note on the existing facilities for Agricultural Education in India.

(2) Note by Dr. Sam Higginbottom, Principal, Allahabad Agricultural Institute.

(3) Report of the Committee on Post-War Agricultural Education in England and Wales.

6. The following papers were laid on the table :—

(1) A statement showing the facilities available in India for Agricultural Education (including Education in Animal Husbandry and Dairying).

(2) A statement showing the qualifications required of teachers in Agricultural (including Veterinary and Dairy) institutions in India and their scales of pay.

7. The Technical Education Committee (1943), whose Report has been endorsed by the Board and as a result of whose recommendation this Committee came to be appointed, observed that Agricultural Education, which includes Education in Animal Husbandry and Dairying, "should be regarded as an essential branch of Technical Education and should be closely linked up with the other branches." The Committee see no logical reason to differ from that view, but they are of opinion that in view of the special circumstances of India it will be necessary at any rate for some time to come to maintain the existing system and deal with Agricultural Education separately.

8. It is perhaps unnecessary to define here the nature, scope and function of Agricultural Education since they are essentially the same as those of Technical Education generally. It is therefore suggested that reference should be made to the Report of the Technical Education Committee in which the subject has been adequately discussed. All that need

be done here is to point out that Agricultural Education should not be regarded as a single, uniform type of instruction. It must necessarily vary according to the needs of the different types of persons who will desire it. Broadly speaking, some will require instruction in an agricultural science and others training in scientific agriculture. A proper system of Agricultural Education should therefore aim at providing (a) general education, combined with practical training in agriculture suited to the needs of future farmers, and (b) special education for persons who will advise farmers as administrators or organisers, and (c) more advanced scientific and practical instruction of different standards for those persons whose object it is to be teachers or research workers.

9. The existing facilities in this country for Agricultural Education can at best be described as meagre. There are at present in British India, in addition to (a) the Imperial Agricultural Research Institute, the only institution of its kind, (b) seven Agricultural Colleges, (c) two Arts and Science Colleges which have a Department of Agriculture and (d) 19 Agricultural Schools. On the Animal Husbandry side there are, besides (a) the Imperial Veterinary Research Institute, Mukteswar, the only post-Imperial Veterinary Research Institute, Mukteswar, the only post-graduate institution, (b) five Veterinary Colleges. For education in Dairying there is only the Imperial Dairy Institute, Bangalore, though the Allahabad Agricultural Institute also provides training for the Indian Dairy Diploma. While no stage of Agricultural Education is adequately provided for, one is particularly struck by the niggardly provision for research and by perhaps an even greater neglect of the needs of practical farmers, including cattle farmers and dairymen.

Nor can the existing provision be considered satisfactory in regard to the quality of instruction. With a few notable exceptions, the instruction given in the existing institutions tends to be somewhat too theoretical or, at best, too idealistic and unrelated to the actual condition of the country. It would perhaps not be an unfair comment to say that a graduate in Agriculture who is placed on a farm is likely to find that he must unlearn a great deal before he can utilise properly the useful knowledge of certain fundamental principles which he has acquired. If, therefore, the Agricultural branch of education is to play its proper role in the impending development of the country, it must be improved very considerably and at once.

10. Apart from the needs of private farmers and teachers in agricultural institutions, increased and improved facilities are required to meet the requirements of the development programmes of the Agriculture Departments of the Central and Provincial Governments. It is estimated that during the next 10-15 years the personnel required by Government Departments for the development of Agriculture and Animal Husbandry will be as follows :—

*Agriculture :*

20,000 Field Assistants (Kamdars).

10,000 Non-graduate Assistants.

1,500 Graduate Assistants.

300 Gazetted Officers (Class I and II).

*Animal Husbandry :*

20,000 Stockmen.

1,000 Inspectors. (Graduates, of the rank of Veterinary Assistant Surgeons).

550 Gazetted Officers (Class I and Class II).

To enable one to consider the full implications of the above programme, so far as institutions of Agricultural Education are concerned, the nature and length of the training required, for the different grades of personnel may also be stated here.

*Agriculture :*

*Field Assistants.*—One year's course at a Farm Institute which will be located on a Model Farm.

*Non-graduate Assistants.*—2 years' course at a special Agricultural School or the normal course at an Agricultural High School.

*Graduate Assistants.*—4 years' course at an Agricultural College or University.

*Gazetted Officers.*—A suitable post-graduate course of a least 2-3 years' duration.

*Animal Husbandry :*

*Stockmen and Compounders.*—One year's course partly at a Departmental laboratory and partly at a Farm Institute, which is equipped for training in Animal Husbandry.

*Inspectors (or Veterinary Assistant Surgeons).*—4 years' course at a Veterinary College.

*Gazetted officers.*—A suitable post-graduate course.

It is obvious that in order to meet these demands it is necessary to bring into existence as early as possible a comprehensive and planned system of Agricultural Education.

11. "Education from the earliest stages", observed the Technical Education Committee, "should aim at making boys and girls familiar with practical as well as academic subjects." From the point of view of agriculture, it may be added that adequate provision should be made in Junior Basic (Primary) Schools for Nature Study and practical gardening of an elementary character. A small garden is in any case a very desirable adjunct to a Junior Basic School. Apart from this, however, it is unnecessary to include Agricultural Education as such in the curriculum of any Junior Basic School.

12. (i) It can be assumed that a very large number of Senior Basic (Middle) Schools will adopt Agriculture as the basic craft which will integrate the entire curriculum. It will be in these schools that a boy or girl will obtain the first introduction to the regular study of Agriculture, and it will be these schools which will produce the bulk of farm hands and the lowest grade personnel of the Government Departments of Agriculture. In view of the practical character of the instruction to be given in these schools it is perhaps unnecessary to mention that they should also encourage their pupils to keep a few animal pets. The schools themselves will no doubt keep some for instructional purposes.

(ii) It is contemplated that there will be two main types of High Schools, (a) academic High Schools, and (b) those of a more practical type, called Technical High Schools. A variation of the latter will be the Agricultural High Schools, which will give the same standard of education as academic High Schools, except that its instruction will be more practical and will have a strong agricultural bias. It is to be expected that Agricultural High Schools will be mostly in rural areas, but there is no reason why such a school should not be located in a small country town or just outside what may technically be an urban area. Indeed, if the town and country are not to form two separate worlds, it is to be hoped that a large number of urban students will go into Agricultural High Schools and that Technical High Schools will contain a fair number of students from rural areas.

(iii) The lowest type of a professional institution for Agricultural Education will be the Farm Institute, which will be located on a Model Farm. It will in fact be rather the instructional side of a Model Farm. The Farm Institute will provide training for Kamdars and Stockmen.

(iv) It is contemplated that the existing type of a special Agricultural School will continue for the present but that it will be possible to do away with it when Agricultural High Schools have developed sufficiently.

(v) Students of Agricultural High Schools, and some perhaps of other High Schools also, will pass on to Agricultural Colleges or Agriculture Departments of Universities if they desire to proceed to higher studies and are fit to do so. These institutions will prepare students for the degree course which will be of at least of 3 years' duration in the case of candidates proceeding from an Agricultural High School and four years' duration in the case of those who join after completing their course in an academic High School. These institutions will also prepare students for post-graduate courses of varying duration.

(vi) The top branch of the educational tree will be central institutes of advanced research, such as the Imperial Agricultural Research Institute and the Imperial Veterinary Research Institute. These institutes will provide facilities for the highest type of instruction and research and will be the principal recruiting ground for the highest class of experts and research workers.

In addition to the regular full-time courses which will be provided in the institutions detailed above adequate facilities should also be provided for those who are already engaged in agriculture in one capacity or another and desire to improve their knowledge, and also for High School leavers and such others as may intend to take up farming and wish to have a short course of practical training. It is, therefore, expected that Agricultural Colleges as well as special Agricultural Schools and Farm Institutes will also arrange short-time extension or refresher courses in particular branches of Agriculture and Animal Husbandry, including Veterinary Science, Dairying, Poultry Farming, Estate Management, etc. The nature, content and duration of the different types will be determined from time to time according to actual needs and in the light of experience.

13. It has been stated above that post-school **Agricultural Education**, except the most advanced types of research, will be provided in Agricultural Colleges or Agriculture Departments (or Faculties) of Universities. The latter have no doubt several advantages arising from the close association of their students and teachers with those engaged in other studies. It should, however, be emphasised that, notwithstanding such advantages, if these Departments (or Faculties) of Universities are to serve as real alternatives to Agricultural Colleges, it is necessary that they should be adequately equipped and staffed.

14. The value of educational tours generally needs no emphasis. It is perhaps even greater for a practical subject like Agriculture. Indeed where students of Agriculture have once experienced the benefits of an educational tour they have almost always asked for more, even at considerable expense and inconvenience to themselves. It is, therefore, hoped that educational tours will be a regular and important activity of Agricultural Colleges and similar institutions.

15. Another extra-curricular activity, the need for which in agricultural institutions appears to be considerable is the art of public speaking. This is particularly important for those who desire to serve as advisers to farmers. It is not an infrequent experience to find a field worker otherwise knowledgeable and efficient, who is quite unable to express himself clearly and make farmers understand what he is trying to tell them.

16. All school examinations will be conducted by appropriate educational authorities, and there will be no difference in this respect between schools with an agricultural character and other schools. In the post-school stage, however, the question of the examining authority arises, because in addition to Agricultural Departments, attached to Arts and Science Colleges and Agricultural Departments (or Faculties) of Universities, there will also be independent Agricultural Colleges. The Committee are, however, of the opinion that, in order to maintain uniform standards and to secure a wide recognition for the students of Agricultural Colleges, all examinations for the Bachelor's and higher degrees should be conducted by Universities. Diplomas and certificates for short courses as well as for courses of advanced research will, however, be awarded by the institutions concerned.

Where degrees or diplomas are awarded on the basis of an examination, it is suggested that there should be two external examinations in a four-year course—one at the end of the first two years and the other at the end of the course. In the case of a three year course, however, there should be only one external examination at the end of the course. If it is considered necessary or desirable to hold one or more tests at earlier stages they should be conducted internally and should cause as little disturbance as possible to the progress of the course.

17. With the growth of a large and comprehensive system of Agricultural Education it will be still more necessary to ensure that the institutions concerned maintain proper standards of instruction and training. It is therefore suggested that the Imperial Council of Agricultural Research should set up a Council of Agricultural Education (including, as



understood throughout this report, education in Animal Husbandry and Dairying). The functions of this Council will be mainly advisory, but it will be one of its most important duties to keep itself acquainted with the standards of instruction prevailing in the higher agricultural institutions. It should also be able to make its voice heard and thus ensure proper standards if it is given the power to endorse diplomas and certificates issued by higher institutions of agricultural education and also to make recommendations to the appropriate authorities in regard to the standards of agricultural instruction and examinations in Universities.

With regard to the composition of the Council it is obviously desirable that it should consist of persons who are regarded as experts in their own subject and whose word will therefore carry weight. It is also necessary that the Education Department should be represented on the Council so that proper co-ordination may be secured in the administrative field between the lower and higher stages of instruction.

18. The Committee considered the question of the qualifications and scales of salaries of teachers of Agricultural subjects, and they arrived at the following conclusions :—

(1) Teachers of Agriculture in Senior Basic (Middle) Schools should possess qualifications similar to those required for the teachers of other subjects, except that they should have undergone a course of practical training in Agriculture.

(2) Teachers of Agriculture in Special Agricultural Schools and Agricultural High Schools must be at least graduates in Agriculture and should afterwards have received a year's practical training, partly in Agriculture and partly in pedagogy.

(3) University or College teachers must possess at least a Master's degree in the subject which they are to teach. It is desirable that they should also receive some pedagogical training.

With regard to salary, the Committee considered that teachers of agricultural subjects should receive scales of salary similar to those of teachers of other technical subjects.

19. The Committee also considered the question of arrangements which should be made to enable suitable students in poor circumstances to take full advantage of facilities for Agricultural Education. This question has already been considered by the Board in relation to education generally and also specifically in connection with Technical Education. It has been agreed that adequate provision should be made for a system of scholarship and maintenance allowances and also for hostel facilities. On the other hand, it is also generally agreed that the present level of tuition fees in the higher stages of education is very low for those who can afford to pay and considering the high cost of such education. The Committee assume that the same standards of fees and the same facilities for fee concessions, maintenance allowances and hostel accommodation will obtain in respect of Agricultural Education as in regard to the other branches of education.

20. In regard to the question as to which Department of Government should be in control of Agricultural Education, the Committee observed

that the Board had accepted the recommendation of the Technical Education Committee that Technical Education being but a branch of education, should be administered, as it is administered in nearly every other country, by the same Department which is responsible for the other branches of education. The Committee recognise that there are strong arguments in favour of Education Departments being administratively responsible for Agricultural Education in the same way as for other branches of education. At the same time they feel that it would be impracticable to attempt to bring about such a change in the existing circumstances. The Committee therefore recommended that all agricultural institutions, except Senior Basic Schools, Agricultural High Schools, Agricultural Department of Arts and Science Colleges and Agriculture Departments (or Faculties) of Universities should continue to be in the administrative charge of Agriculture Departments.

21. One advantage of the Agricultural Department being in control of Agricultural Education is that it can better serve to bring together the research worker and the farmer. It is suggested that an effective method to do this would be for the Agricultural Department to try to secure the co-operation of landlords and agricultural workers in various ways. Agricultural exhibitions, fairs and similar meetings should be encouraged and every endeavour should be made to promote associations of agriculturists, including organisations of young farmers. The latter would be particularly important from the educational as well as from the purely agricultural point of view, and similar organisations have been found very useful in other countries. The 'young farmers' should be enrolled while still at school and should be permitted to continue their membership for a few years after they leave school. It is perhaps not too much to hope that if such youth organisations are set up properly they may appreciably raise the tone of the schools concerned and also do valuable propaganda work for education as well as agriculture in the countryside, without being conscious of their role as propagandists.

22. The following is a summary of the main conclusions and recommendations of the Committee :—

(1) Agricultural Education including education in Animal Husbandry and Dairying is logically a branch of Technical Education but in view of the special circumstances of India it will be necessary at any rate for some time to come to deal with it separately. Since, however, its scope and function are related so closely to those of Technical Education, generally reference may usefully be made to the general conclusions contained in the Report of the Technical Education Committee of the Board.

(2) The aim of a proper system of Agricultural Education should be to provide (a) general education combined with practical training suited to the needs of future farmers, (b) more-advanced scientific and practical instructions for those who will be called upon to advise farmers as administrators or organisers and also for teachers and research workers.

(3) The existing facilities for Agricultural Education are wholly inadequate to meet the probable requirements of the country in the near future, and it is necessary to bring into existence as early as

possible a comprehensive and planned system of Agricultural Education.

(3) It is unnecessary to include Agricultural Education as such in the curriculum of any Junior Basic (Primary) School. All that is required at that stage is to make provision for Nature Study and practical elementary gardening.

(5) Beyond the Junior Basic stage agricultural instruction and training should be arranged in the following types of institutions :—

(i) Senior Basic (Middle) Schools, where Agriculture is adopted as the basic craft.

(ii) Agricultural High Schools, Schools, which combine General Education with a strong agricultural bias. These need not necessarily be located in rural areas only.

(iii) Farm Institutes (on Model Farms) where training will be provided for Kamdars and Stockmen.

(iv) Agricultural Schools imparting special education in Agriculture. Agricultural Colleges and Agriculture Departments (or Faculties) of Universities, which will prepare students for the Bachelor's degree in Agriculture covering a period of at least three years in the case of students passing out of Agricultural High Schools and four years in the case of those passing out of academic High Schools, Colleges and faculties of Universities will also prepare students for post-graduate degrees of varying duration.

(v) Central institutes of advanced research.

In addition to regular full-time courses, (iii), (iv) and (v) will also provide short term extension or refresher courses in particular branches of Agriculture and Animal Husbandry, including Veterinary Science, Dairying, Poultry Farming, Estate Management, etc.

(6) Agriculture Departments (or Faculties) of Universities, as distinguished from independent Agricultural Colleges, have several advantages arising from the close association of the students and teachers with those engaged in other studies.

(7) Provision should be made for the training of the personnel of the Agricultural and Veterinary Departments as follows :—

#### *Agriculture Departments.*

(a) *Field Assistants.*—One year's course at a Farm Institute.

(b) *Non-graduate Assistants.*—2 years' course at an Agricultural School or the normal course at Agricultural High Schools.

(c) *Graduate Assistants.*—4 years' course at an Agricultural College or University.

(d) *Gazetted Officers.*—Post graduate course of varying standards.

#### *Veterinary Department.*

(a) *Stockmen.*—One year's course.

(b) *Compounders (or Pharmacists).*—One year's course.

(c) *Veterinary Assistant Surgeons*.—3 to 5 years' course at a Veterinary College.

(d) *Gazetted Officers*.—Post-graduate courses of varying standards.

(8) All examinations in the school stage will be conducted by the appropriate educational authorities. Examinations for the Bachelors' and higher degrees should be conducted by Universities. Diplomas and certificates for short courses of advanced research will, however, be awarded by the institutions concerned. There should be two external examinations in a four-year course—one at the end of the first two years and the other at the end of the course. In the case of a three-year course, however, there should be only one external examination at the end of the course. All other tests should be conducted internally.

(9) In order to ensure that proper standards of instruction and training are maintained, the Imperial Council of Agricultural Research should set up a Council of Agricultural (including Animal Husbandry and Dairying) Education, with power to endorse diplomas and certificates awarded by agricultural institutions and also to make recommendations to the appropriate authorities in regard to the standards of agricultural examinations in Universities. The Education Department should be represented on the Council.

(10) Similar qualifications are required for teachers of Agriculture in Senior Basic (Middle) Schools or Agricultural High Schools as for teachers of other subjects, except that they must have undergone a course of practical training in Agriculture. University or College teachers must possess at least a Masters' degree in the subject which they are to teach, and it is desirable that they should also receive pedagogical training.

(11) Teachers of agricultural subjects should receive salaries similar to those of teachers of other technical subjects.

(12) The same standards of fees and the same facilities for fee concessions, scholarships, maintenance allowances and hostel accommodation should obtain in respect of Agricultural Education as in regard to other branches of education.

(13) While there are strong arguments in favour of Education Departments being administratively responsible for Agricultural Education, as for other branches of education, it is not practicable in the existing circumstances to effect this change at present, and all agricultural institutions except Senior Basic Schools, Agricultural High Schools, Agriculture Departments of Arts and Science Colleges and Agricultural Department (or Faculties) of Universities should continue to be in the administrative charge of Agriculture Departments.

(14) Every endeavour should be made to promote associations of agriculturists including organisations of young farmers who should be enrolled while they are still at school. Agricultural exhibitions, fairs and similar meetings should also be encouraged.

## ANNEXURE I.

## AGENDA.

1. To consider the scope and functions of Agricultural Education, including education in Animal Husbandry and Dairying, with special reference to the likely future needs of India.

2. To consider what types of institutions are required for a comprehensive system of Agricultural Education and to define their special function and place in relation to the other branches of the educational system.

3. To consider the proper relationship of the higher branches of agricultural instruction, including research, to Universities and institutions of University rank.

4. To consider how far the provision for Agricultural Education should consist of full-time or part-time courses designed for those already engaged in Agriculture.

5. To consider the nature, content and duration of the main types of courses to be provided, including part time courses.

6. To consider the question of Examinations at the different stages of Agricultural Education.

7. To consider the question of the recruitment, training and conditions of service of teachers for institutions of different types imparting Agricultural instruction.

8. To consider what arrangements should be made for enabling suitable students in poor circumstances to take full advantage of facilities for Agricultural Education.

9. To explore the best means of organising and administering Agricultural Education in order to meet the needs of the country as a whole.

10. To consider what Department of Government should be generally in control of Agricultural Education.

11. To consider what steps should be taken to secure the active co-operation of other Departments concerned with technical problems of Agriculture as well as with landlords and agricultural workers.

## ANNEXURE II.

VIEWS OF MR. L. K. ELMHIRST, SPECIAL ADVISER, AGRICULTURE DEPARTMENT,  
GOVERNMENT OF BENGAL.

Fundamental, of course, to the whole position in India, is the need for elementary education of the right kind and there will be no major progress in agriculture until every cultivator can read and write and understand the elements of the problems he is trying to cope with. In advanced agricultural countries more and more of this wider knowledge is being given at the elementary stage of education as part of the biological, chemical, physics and botanical training. All the new rural senior schools (age range 11 to 15) in Devonshire have space for the teaching of biology, chemistry, physics and carpentry as well as of domestic economics and science for the girls. In New York State, after a period (say 1910-1925) during which very many of the leading farmers took degrees at the state agricultural college degree courses came to be reserved almost wholly for technical specialists, research men and the advisory staff and the future farmer obtains his advanced training through the rural high school which has a

highly qualified teacher and especially equipped laboratories for this work, well described in Higginbottom's note. After he leaves the High School, the four H. Clubs organisation carries the latest scientific and economic advice to him on his father's farm and thereby save considerable sums, at one time spent by the state in trying to get ideas into the heads of ill-educated adult farmers and their wives they would be farmer. He can still attend special and short courses at his State University and takes every advantage of this privilege.

I have little doubt that all other countries have to go through the same stages but the U.S.S.R. did succeed in speeding up the whole process of education by taking boys and girls into national service organisations for their period of conscription, and in using this training as a broad and technical education instead of attempting an extension of High School and University facilities which would have taken a number of years.

Such a course would be entirely logical in India and would be the least expensive method of speeding up general progress. What I am getting at is that it is no use proliferating advanced education and research at the top, unless there is a proliferation of intelligence and an improvement of "reception" at the bottom.

My last suggestion is that the Provincial Departments of Education should enrich elementary education with practical science and workshop teaching and be responsible for an education with a strong rural basis, not bias, up to the end of both elementary and secondary education in rural area and that during this period, the closest collaboration should be established between the Departments of Education and Agriculture over curricula and equipment. In Devon, the Country Agricultural Advisory Staff (called in the U. S. A. Extension) offer a wide range of specialist teachers who visit the rural senior schools giving courses in special skills. The Universities with similar collaboration should be responsible for the University and technical college training of rural specialists. Institutes for Advanced Research and Training should always be set up in the neighbourhood of Universities but should not necessarily be run by them but preferably be under a body like the I.C.A.R. upon which the Department of Agriculture and the University authority and the public would be represented.

Behind all your questions lies a still bigger one and, that is, the economic policy, welfare aim and social objective of the State. No private landlord or tenant farmer can any longer afford from his private pocket to instal into rural areas that wide range of utilities and services, educational scientific, economic and welfare which rural areas need. These can from now on be provided by the State alone or in financial collaboration with the farmer and/or landlord. The State too must stand as an economic unit within the international economy of the future. Farm prices in India and the need of the world and India for her rural output must bear an economic relationship to India's own rural requirements if she is ever going to have the educational structure she requires.



सत्यमेव जयते

## Report of the Religious Education Committee of the Central Advisory Board of Education, 1946.

### PREFACE.

The Central Advisory Board of Education at their tenth meeting in January 1944, while considering the Memorandum on Post-war Educational Development, appointed a committee under the chairmanship of the Right Rev. G. D. Barne, to examine the desirability and practicability of providing religious instruction in educational institutions. This Committee presented its Report to the Board at their eleventh meeting held in Karachi in January 1945. The Board at the time noted that the Committee had not been able to arrive at any agreed decisions and decided that they should continue their investigation and present a further report at the next meeting of the Board. Accordingly, the Committee reconsidered the whole matter and presented a further report, which was placed before the Board by the Chairman of the Committee, Right Rev. the Bishop of Lahore, at the Twelfth Meeting of C. A. B. of Education held at Mysore in January 1946. In so doing he made necessary references to the interim report presented by the Committee in 1945.

The Board carefully considered the views of the reconstituted committee and noted that their conclusions showed a wide divergence from those of the interim report. The views expressed in the course of the discussion of the report, were by no means unanimous. While some members felt that the teaching of religion should be restricted exclusively to broad moral and ethical principles, others held that denominational teaching constituted the essence of religious instructions and must be provided for in schools if the spiritual needs of children as well as the wishes of their parents are to be satisfied.

There was general agreement that there are formal religious truth which are of the nature of information, and can be added to a scholar's stock of knowledge through instruction, but on the other hand there are religious truths equally if not more important which cannot be inculcated through academic machinery but can only be imbibed through inspiration and example. Apart, however, from the acceptance of such general principles there was no agreement as to the desirability or feasibility of providing for a common and agreed syllabus of religious instruction, and in view of the apparently insuperable difficulties in this connection the Board came to the conclusion that the State, concerned though it must be to ensure a sound spiritual basis of education for all children, cannot take on itself the full responsibility for fostering the teaching of formularies distinctive of particular denominations.



After fully considering all aspects of the question, the Board resolved\* that while they recognise the fundamental importance of spiritual and moral instruction in the building of character, the provision for such teaching, except in so far as it can be provided in the normal course of secular instruction, should be the responsibility of the Home and the Community to which the pupil belongs.

\*N.B.—The remarks of Dr. M. Hasan, Vice-Chancellor, Dacca University, and member of the Board, on this resolution are reproduced below :—

“ I beg to point out that note about religious education, Item VII, does not represent accurately the position and the resolution alleged to have been passed by the Board is, in fact, not the resolution which was unanimously accepted after prolonged discussion. You will probably remember that Sir C. P. Ramaswami said that in his State religious instruction was permitted to be imparted to such students whose parents demanded it, but that the expense for imparting this education was not met out of Education Department grants. Ultimately the Board (CAB) agreed that it was desirable to impart formal religious instruction to children of such parents who demanded it and that this education should be given ordinarily and regularly in State schools, but the Board did not wish to express any opinion as to whether the cost should come from State funds or from other sources—this point was left to be decided by each province or government concerned. I was not in favour of this resolution as it did not meet my point, but ultimately I agreed to it for the sake of unanimity. I should be grateful if you will kindly amend the minutes of the meeting accordingly. If, however, you decide not to amend the minutes, then kindly treat this letter as my note of dissent and include it in the proceedings.”



सत्यमेव जयते

**Report of the second meeting of the Committee of the Central Advisory Board of Education appointed to consider the question of Religious Instruction in Educational Institutions.**

1. At the Eleventh meeting of the Central Advisory Board of Education, held at Karachi, in January, 1945, the Rt. Rev. the Bishop of Lahore, the Chairman of the first committee appointed to consider the question of religious instruction in educational institutions in India, presented to the Board an interim report setting out the results of the Committee's deliberations (Annexure I). The Board noted that the Committee had not been able to arrive at any agreed decisions on some of the most important issues. In view of the importance of the subject, the Board felt that the Committee should be asked to pursue the matter further and it was, therefore, decided that the Committee, with such additions to the membership as the Chairman of the Board might think it desirable to make, should continue their investigations and submit their report at the Board's next meeting. To this end the Committee were strengthened and reconstituted. As finally constituted, it consisted of the following members :—

1. The Rt. Rev. G. D. Barne, C.I.E., D.D., V.D., Bishop of Lahore (Chairman).
2. Dr. Sir Ziauddin Ahmad, C.I.E., D.Sc. ; Vice-Chancellor, Aligarh Muslim University.
3. Rajyasevapravina Dr. C. V. Chandrasekharan, M.A. (Oxon.), F.R.H.S.
4. Khan Bahadur Dr. M. Hasan, M.A., D.Phil. (Oxon.), Bar-at-Law, Vice-Chancellor, Dacca University.
5. Dr. Amaranatha Jha, M.A., D.Litt., F.R.S.L., Vice-Chancellor, Allahabad University.
6. Rajkumari Amrit Kaur.
7. Khan Bahadur Shah Alam Khan, M.A., LL.B., Director of Public Instructions, North-West Frontier Province.
8. The Hon'ble Pir Illahi Baksh Nawazali, Minister for Education, Sind.
9. Mr. Sri Prakasa, B.A., LL.B. (Cantab.), Bar-at-Law.
10. Sir S. Radhakrishnan, M.A., D.Litt., LL.D., Vice-Chancellor, Benares Hindu University.
11. Mrs. Renuka Ray, B.Sc. Econ. (Lond.).
12. Sardar Bahadur Sardar Ujjal Singh, M.A., M.L.A. (Punjab).
13. Dr. John Sargent, C.I.E., D.Litt., Educational Adviser to the Government of India.
14. Dr. D. M. Sen, M.A., Ph.D. (London), Deputy Educational Adviser to the Government of India, (Secretary).

2. The Committee met at New Delhi on the 22nd October 1945 under the Chairmanship of the Rt. Rev. G. D. Barne, Bishop of Lahore. The following members were present :—

1. Rt. Rev. G. D. Barne.
2. Dr. C. V. Chandrasekharan.
3. Khan Bahadur Dr. M. Hasan.
4. Rajkumari Amrit Kaur.
5. Khan Bahadur Shah Alam Khan.

6. Mrs. Renuka Ray.
7. Sir S. Radhakrishnan.
8. Dr. D. M. Sen (Secretary).

The following members were unable to attend :—

1. Dr. Sir Ziauddin Ahmad.
2. Dr. Amarnatha Jha.
3. The Hon'ble Pir Illahi Baksh Nawazali.
4. Mr. Sri Prakasa.
5. Sardar Bahadur Sardar Ujjal Singh.
6. Dr. John Sargent.

3. The terms of reference of the Committee remained the same as those for the original Committee. The task of the reconstituted Committee, therefore, lay chiefly in the re-examination of the issues raised at the first meeting and in placing before the Board more definite and complete recommendations in regard to the line of action, if any, to be taken in the matter of religious education in schools.

The agenda, accordingly, remained unchanged. This and other connected papers circulated to the members of the Committee are set out in the Annexures I and II.

4. A number of relevant notes and papers were laid on the table for ready reference by members.

5. The Chairman opened the proceedings with a brief statement on the considerations that led to the re-examination of the question of religious instruction in educational institutions of the country. He pointed out the difficulties that confronted the first meeting and suggested that the entire problem be tackled afresh.

6. The two main issues as set out in item 1 of the agenda, *viz.*, whether it was desirable to make provision for religious instruction in educational institutions, maintained or aided out of public funds, and whether this should form an integral part of the approved courses of studies and be provided for in the regular time-table were taken up for discussion. The Committee recognised that a sound education involves the all-round development of the individual and therefore training in character and morals must necessarily form an integral part of any worthwhile scheme of education. It was stressed that there were essential values of life which were not catered for by the mere training of the intellect. The exaggerated emphasis on material values in modern life could be offset only if spiritual values were given their right place in an educational institution. The Committee were convinced that in planning to 'plant men' of the quality the Board had in view the national system must strive for an educational environment which would help the youth of India to acquire a broad and balanced outlook on life. The Committee thought that while utilitarian type of training might aim at fitting an individual to fulfil his economic functions in the form of social organisation in which he lives, it may tend to starve that spiritual side of his nature which is the true bond of union between him and his fellow men. It was therefore emphasised that a national and liberal system of education must ensure this very broadening and strengthening of human sympathies and of the real understanding of men and of society. Recent events seem to suggest that world

opinion is veering round to the realisation of the urgent necessity of fostering spiritual and moral values as an integral part of true education. A merely secular education divorced from ethical and spiritual principles would, in the opinion of the committee prove barren in the end as it would fail to meet the craving of the present generation striving to build for the future of mankind.

7. The Committee considered it important to define, as clearly as possible, the form that religious instruction should take, and the content and nature of the courses. The main question, in brief, was—Should religious or moral education consist of instruction in ethical and moral principles common to all religions—in the fundamentals or bed-rock of all religious systems as it were; or should it be based on the tenets and teachings peculiar to different religious denominations? The answer to this question would largely determine the major issues involved. If an “agreed syllabus” were adopted, the Committee felt that no objection could reasonably be raised against the providing of adequate facilities for its implementation in State schools. Opinion was general that moral education in State schools should not include teaching in accordance with the dogmas and traditional theologies of different religious sects. Spiritual and ethical teachings of so broad a character as to include the essential principles common to all religions should be incorporated in the religious instruction to be imparted in schools. That teaching of the fundamental principles should be supplemented by examples of the lives and work of all great men who have helped to build up the religious ideals of the world. In fact, at later stages of education, a course in comparative religions would be of value in inculcating that toleration and large understanding which should be one of the main aims of moral training. It was considered both desirable and practicable to formulate an “agreed” syllabus based on the lines indicated. The “agreed syllabus” the Committee thought could form an integral part of the school curriculum.

8. Khan Bahadur Shah Alam Khan and Dr. Hasan, however, disagreed with this view. While agreeing that education in the principles on which all religions were based was desirable they felt it would not be adequate to meet the requirements of the present situation—at any rate, the particular requirements of Mussalmans. They claimed that doctrines and dogmas peculiar to the various faiths should constitute an *essential* part of religious teaching in schools and that the provision of corresponding facilities should be a responsibility of the State.

The general opinion, however, was categorical that conditions in this country, where so many different religions exist, would aggravate the present situation if dogmas of different sects were introduced in school instruction. The provision of facilities for the teaching of denominational religions, the Committee apprehended, may add seriously to administrative difficulties and may even help to accentuate rather than mitigate existing communal differences. Bearing these factors in mind, the Committee could not see their way to recommend that the State should take upon itself the administrative and financial responsibility of providing facilities for religious instruction of a denominational character. It would be well-nigh impossible to evolve an “agreed” syllabus, which would adequately incorporate the numerous doctrines and dogmas of so many divergent religious bodies and sects. It was also apprehended

that the demand on schools by way of staff, inspection arrangements, syllabus and text-books, time-table etc., for instruction in several religions would prove to be too exacting. As prevailing tendencies indicate, it might even become necessary to recognise and meet not only the religious demands of the various communities but of the various sects of any one community. Dogmas, in most cases, the Committee were constrained to admit, tend to encourage fanaticism, and as such should be eschewed in any religious and moral training in Government Schools. It was, therefore, emphasised that while the State should provide for instruction in the fundamentals of all religions, the home and the community should be held responsible for instruction in the application of these principles with reference to any particular religion and its tenets and dogmas.

9. The dissenting members held the view that denominational dogmas should form an essential part of moral instruction, and that the state should discharge financial and administrative responsibility in this respect. They stressed the fact that educational and cultural standards of the average home in India were so unsatisfactory that they could not be expected to discharge the function of imparting religious education to children efficiently. Both the poverty and the ignorance of parents would naturally militate against the providing of the right type of religious education in the majority of homes. As for the community, the *madrassahs* and *makhtabs* and *pathshalas* provided by them were generally so ill-equipped, from the educational point of view in particular, that they should as early as possible be abolished. Even, in regard to the religious aspect of the instruction in these Institutions, it could not be denied that, more often than not, the spiritual value of the instruction given therein was but negligible. They have, in some cases, been instrumental in fostering fanaticism and intolerance. The old-fashioned and unenlightened *mullahs* and *pandits* and *granthis* must be placed and trained teachers with a liberal outlook if any benefit is to be derived from religious instruction in schools. Religious education, including in tenets and dogmas, should be the concern of a body which can adequately administer and supervise the details involved. There should be adequately trained teachers for approved courses of instruction. The members made it clear that they were opposed to denominational institutions as such, but if the State did not provide for instruction in the tenets of their faith, they and the majority of their community would be compelled to send their children to denominational schools, where they would be able to avail themselves of the provision for religious instruction in their own creed. They, however, did not view this alternative with favour, as they were fully conscious of the present shortcomings of the denominational schools.

Opinion, however, was general that—

(i) with the growing urge for a sound education, of which now there is increasing evidence and with the introduction of a universal system of basic education throughout the country, it would not be very long before the average home would be in a position to attain a reasonable standard of education and culture. It would then, not be expecting too much from the home and the parents to look after the religious instruction of the children in an average manner.

(ii) Schools maintained by any community on denominational lines, under the new system, contemplated in the Central Advisory Board's Report on Post-War Educational Development in India, would have no other alternative than to raise their standard of efficiency, by way of staff, management, courses of study, etc., in order to earn recognition by the State. In the circumstances, on educational grounds, one need have no hesitation in selecting a denominational school for his children.

(iii) Although it was likely that the poorly educated *mullahs* and *pandits* would be allowed to continue for some time to come, at any rate and that the teaching of religion might not come up to the requisite standard, it was apprehended that the various communities might not be prepared to accept Government as censor on their deepest beliefs not be prepared to accept Government as censor on their deepest beliefs Government was cited in this context.

On consideration of various issues raised, the Committee arrived at the following conclusions, which in their opinion should meet the requirements of the present situation :—

(i) That in State schools, provision for teaching in accordance with the tenets of different religions may be made by the community concerned if there is a demand on the part of parents and guardians. But expenditure incurred on this account shall not be met from public funds.

(ii) That if this opportunity is availed of, the teachers employed for the purpose will conform to the minimum requirements regarding the qualifications and conditions of service for the other teachers employed in the institution.

12. Dr. Hasan and Khan Bahadur Shah Alam Khan, however, maintained that provision of facilities for teaching according to the tenets of different religions should not only be "permissible", but "obligatory" on the State and that the latter should be responsible for financing it. They have submitted notes containing their views which are appended.

Opinion, however, was unanimous that every school should begin their daily routine of work with a short period of meditation. During this period the entire school should assemble together.

13. The Committee then proceeded to consider item 5 of the agenda, *viz.*, the best means of implementing their recommendations with regard to religious and moral teaching at the various stages of education in State-provided, State-aided and recognised institutions. It was decided that the Central Advisory Board be requested to set up a separate committee to investigate the matter.

14. With regard to minimum qualifications, training and other conditions of service for teachers imparting religious instruction, the Committee accepted the recommendation as contained in paragraph 13 of the Report of the First Committee on Religious Education, 1944 (Annexure I).

15. The following is a summary of the Committee's main conclusions and recommendations :—

(1) The fundamental importance of the spiritual and moral values of life must be recognised in any scheme of education.

(2) Spiritual and moral teachings common to all religions should be an integral part of the curriculum and provision of facilities for instruction therein should be a responsibility of the State.

(3) An "agreed" syllabus incorporating the spiritual and moral teachings common to all religions should be formulated.

(4) In every school there will be every day a short period for meditation before the work of the day begins. The school should be assembled together for this period.

(5) Teaching in accordance with the fundamental tenets of different religions should primarily be the charge of the home or the community; but provision for this may be made in State schools by the community concerned, if there is a sufficient demand on the part of parents and guardians. Expenditure incurred on this account shall not be met from public funds.

(6) If the alternative mentioned in (5) is availed of, the teachers employed for the purpose will conform to the minimum requirements regarding the qualifications and conditions of service for the other teachers employed in the institution.

(7) The Central Advisory Board of Education be requested to set up a committee to investigate the best means of implementing the foregoing recommendations in respect of religious instruction at the various stages of education in State-provided, State-aided and recognised but not aided institutions.

(8) Recommendations in regard to minimum qualifications, training and other conditions of service as contained in paragraph 13 of the Report of the first Committee may be accepted.

*Note by Khan Bahadur Shah Alam Khan, Director of Public Instruction,  
N. W. F. P.*

I was a member of this Committee which met in Delhi on November with only Dr. Chandrashakaran dissenting were that religious education should form an integral part of the post-war education and should be financed out of State Funds. The present Committee arrived at entirely different conclusions. I believe that dissensions in this country between communities are due to a very large extent to economic reasons. It will be wrong in my opinion to impute these differences to religion. The basic principles of all religions so far as I am aware are peace, respect for others rights and fellow feeling. Religion has unfortunately been exploited for their own ends by men with narrow and selfish motives and I strongly believe that it should be the duty of the State to educate the people on useful lines so far as secular education is concerned and on correct (nationally) lines so far as religion is concerned. A Hindu, a Sikh, a Muslim, a Buddhist, a Christian and a Parsi should be permitted to remain a good Hindu, a good Sikh, a good Muslim, a good Buddhist, a good Christian and a good Parsi religiously which means that in his dealings with others he must be considerate and just. If we leave the teaching of fundamental tenets of different religions to different religious denominations, the result will be as it has so far been that our future generation would be bad Hindus, bad Sikhs, bad Muslims, bad Christians, bad Buddhists and bad Parsis.

In the N. W. F. Province religious education is being imparted in all Primary, Middle and High schools to all Muslim, Sikh and Hindu children. The cost is being met mainly by private subscriptions but partly from State Funds. The Hindus and the Sikhs who are in a minority demand that their children should receive religious education and they willingly allow themselves to be taxed. The Muslims are also doing the same. There seems to be no reason why this arrangement in this Province should be disturbed.

I should also add that in the agencies and tribal areas *mulla* teachers are working in very many schools. Their duty is to teach religion in addition to doing some work in the secular line. The salary of these teachers is being paid out of State funds. *Mulla* teachers do not exist in all the schools and there is a keen demand that in every school in the agency and tribal area *mulla* teacher should be appointed.

*Note by Khan Bahadur Dr. M. Hasan, Vice-Chancellor, Dacca University.*

I am sorry that I must differ completely with the recommendations of the Committee which are very different from its earlier recommendations. This was a purely educational question, but I was very sorry to find that it was discussed by the Committee as a political question. It has been recognised by educationists in England and elsewhere that religious education must be an integral part of the general system of education. Dr. Arundale, Headmaster, St. John's Senior School, York, in his book *Religious Education in the Senior School* (1944) says that religious education must be imparted in schools if the world is to be saved from Totalitarianism and made safe for democracy. "Christian teaching must permeate every subject of the curriculum and be operative every moment of the school day." Professor C. E. M. Joad, who is one of the profoundest modern thinkers, discusses in his recent book *About Education* the question of religious education in general and denominational schools and says that the "right solution. . . . is that all schools should come under the same State code—that is, indeed, already entailed in the abolition of the two ladders. . . . with the result that the distinction between denominational and undenominational schools would disappear. In every school a period should be set aside—one hour or, it may be, two or even three a week. . . . for religious teaching." It is not necessary to quote more opinions to show that it is fully recognised now that it is the duty of all schools to provide religious education in schools. In the Committee it was said that the political trouble and the differences between Indian communities are due to religion or religious education. I am not a politician and I do not know exactly why there are fundamental differences between different communities in India—even if I have some opinion on this question I would not like to bring in politics in the discussion of a purely educational question. But it was pointed out by another member of the Committee that troubles in India and differences in outlook and ideals are due to the fact that the real and fundamental tenets of the great religions of India have not been taught, generally speaking, by men who are really qualified to impart religious education. Bad and ineffective teaching is always dangerous as it defeats its own purpose : and it is as necessary to have qualified teachers for teaching religious subjects (or religion) as it is to have



qualified teachers in secular subjects. As an English writer says : " Too often methods are used in Religious Instruction which would be condemned if used in any other subject of the curriculum." In India the position is the same, namely, teaching of Religion in an haphazard manner by men who are not qualified or suitable teachers. The Muslim community in India attaches very great importance to religious instruction and refuses to have any education which is " God-less " : that is why it is necessary to maintain separate educational institutions for Muslims. As an educationist I believe that it is harmful and wasteful to have different types of schools in the country (I am not speaking of institutions for special purposes or needs, but ordinary institutions for Muslim children where Religious Instruction is also imparted along with the teaching of secular subjects which are taught in Government schools). Surely, it will be much better to have one type of school for children of all communities. If children of all communities read together and play together then there is much greater chance of real friendship and brotherliness, among them. But before the Muslim parent will agree to send his child to the general school it is necessary to convince him that his child will get proper instruction in the fundamental, basic tenets of his religion along with instruction in secular subjects. If this were to be done then the number of special Muslim schools will gradually and greatly diminish. I discussed this question with Rashtrapati Maulana Abul Kalam Azad and he expressed his definite opinion that it was necessary and prudent to provide basic religious education in all schools, and he was pleased to permit me to quote him. It will be a great mistake, educationally and also politically, to adopt a course of action which will result in the imparting of incomplete and ineffective education in our schools and which will greatly encourage the increase in the number of denominational schools. One non-Muslim member of the committee suggested a formula which did not meet the demand and the standpoint of Muslim members but which left the door open for the settlement of this question which might have been satisfactory to all parties concerned. I am sorry to say that the majority of the members of the committee did not accept this formula but maintained a very uncompromising position. I would appeal to the members of the Central Advisory Board to consider all the practical aspects of this question and the educational needs of India as a whole before deciding, to quote the words of a member of the Committee, that " the Board will have no truck with religious education."

## ANNEXURE I.

## REPORT OF THE FIRST MEETING OF THE RELIGIOUS EDUCATION COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION, 1944.

The Central Advisory Board of Education, at their tenth meeting held at Baroda in January 1944, while considering the Memorandum on Post-War Educational Development, stressed the importance of the question of religious instruction in educational institutions. The training of character at all stages of education has been considered as an integral part of the scheme; the Board felt, however, that the problem required more thorough examination. They were also of opinion that it would be useful to lay down certain general principles for guidance as to the best way in which the entire question of religious education should be approached. They accordingly appointed a Committee with the following, with power to co-opt :—

1. Dr. P. N. Banerjee, M.A., D.Sc., Bar-at-Law, M.L.A.
2. The Right Rev. G. D. Barne, C.I.E., O.B.E., M.A., V.D., Bishop of Lahore.
3. The Hon'ble Pir Ilahi Baksh Nawazali, Minister of Education, Sind.
4. Mrs. Renuka Ray, B.Sc. Econ. (London), M.L.A.
5. John Sargent, Esquire, C.I.E., M.A., Educational Adviser to the Government of India.
6. Khan Bahadur Shah Alam Khan, M.A., LL.B., Director of Public Instruction, N.W.F.P.

7. The Hon'ble Mr. Tanizuddin Khan, Minister for Education, Bengal.
8. Sardar Bahadur Sardar Ujjal Singh, M.A., M.L.A. (Punjab).

The following were co-opted as additional members :—

1. Dr. Amarnatha Jha, Vice-Chancellor, Allahabad University.
2. Rajyasevapravina Dr. C. V. Chandrasekharan, M.A. (Oxon.), Litt., F.R.H.S.
3. Dr. Sir Ziauddin Ahmad, C.I.E., M.A., Ph.D., D.Sc., M.L.A., Vice-Chancellor, Aligarh Muslim University.

2. The Committee as finally constituted met at New Delhi on the 27th and 28th November 1944, under the Chairmanship of the Right Rev. G. D. Barne, Bishop of Lahore. The following members were present :—

1. Right Rev. G. D. Barne
2. Dr. C. V. Chandrasekharan.
3. John Sargent, Esquire.
4. Khan Bahadur Shah Alam Khan.
5. Tanizuddin Khan, Esquire.
6. Sardar Bahadur Sardar Ujjal Singh.
7. Dr. Sir Ziauddin Ahmad.

The following members were unable to attend :—

1. Dr. Amarnatha Jha.
2. Dr. P. N. Banerjee.
3. Pir Ilahi Baksh Nawazali.
4. Mrs. Renuka Ray.

3. The Agenda and other connected papers circulated to the members of the Committee are set out in the Annexures.

4. The following papers were laid down on the table :—

1. Report of the Central Advisory Board of Education on Post-War Educational Development in India.
2. The Education Bill, England and Wales (December, 1943).
3. Religious Instruction in Scotland—an article from the Education Year Book of 1940.
4. A summary of the position in regard to religious instruction in educational institutions in the Provinces (Annexure V).

5. In opening the proceedings, the Chairman referred to two \*extracts from the Reports of the Women's Education Committees of the Central Advisory Board of Education, 1936 and 1937, on the subject of religious instruction and called the attention of the member to the fact that the question of religious education had on several occasions in the past been brought to the notice of the Board. The Committee proceeded to consider the question of the desirability of making provision for religious instruction in educational institutions, whether maintained or aided by public funds. It was pointed out that this question was bound up with the larger question whether the home and the community or the school or both should accept responsibility for imparting religious instruction to children. In recent years there has been a change in the attitude of public opinion on this subject and many now feel that religious instructions should form a necessary part of school teaching. Some members of the Committee were of opinion that in India also with the introduction of compulsory education religious instruction could no longer be left solely in the hands of parents and guardians or the communities concerned. Compulsory attendance would leave children with insufficient time out of school for receiving adequate instruction in religion. They also stressed the fact that the poverty and ignorance of many parents would not make it possible for many homes to provide the right type of religious education. Other members on the other hand urged that the existing differences among religious bodies and the separative tendencies of various communities would complicate the provision of facilities for religious instruction in public institutions to an extent that would prevent any such provision yielding the return which should be expected. The point was also made that as religion cannot be taught and can only be transmitted through personal influence; all that a school could be expected to do is to endeavour to create the requisite moral and religious atmosphere. Finally the Committee, with Dr. Chandrasekharan dissenting, agreed that it was desirable to make provision for specific religious instruction in educational institutions.

6. The allied question of whether religious instruction should form an integral part of the approved courses of studies and be provided for in the regular time-table, is so closely interlinked with whether it is given in accordance with an 'agreed' syllabus or not that consideration of the former must be dependant on a definite decision in regard to the latter issue.

While there was a consensus of opinion that in theory it would be desirable to have an 'agreed' syllabus incorporating ethical and moral principles common to all religions, doubts were expressed as to its practicability in the present circumstances of the country. It was apprehended that such a syllabus would fail to satisfy present communal demands since ethical and moral principles divorced from dogmatic theology would not be sufficient in the opinion of many parents who would feel that such instruction would fail to bring home to their children the individuality and significance of a particular religious system in which they believe. The Committee were, however, agreed that a common prayer, or more accurately, common act of devotion was desirable and could be adopted in schools without serious difficulty. The majority were further of opinion that the regular courses in religion should include teaching in accordance with the tenets of different religious denominations.

7. The Committee then gave careful consideration to the question whether religious instruction should form an integral part of the curriculum and time-table, and the majority were of opinion that it should do so, subject of course to the provision of a 'conscience clause' to satisfy parents who were opposed to religious instruction in schools in any form. Dr. Chandrasekharan objected to religious instruction being made an integral part of the approved courses of studies unless it were restricted to ethical and moral principles common to all

\* These were later placed on table for reference by members (Annexure 6).

religions. Referring to the recommendations of the Women's Education Committees, 1936-37, he reminded the members that in taking these decisions mentioned above they were not only going back on the previous policy of the Board but were also in conflict with the spirit of most existing provincial education codes, in this connection. While not averse to changes in policy in fact it is essential in a matter of this importance to make sure that such changes were in the right direction.

8. With regard to the specific provision of religious instruction in the time-table, the Committee were of opinion that it should not be confined to the beginning or end of the school day, as used to be the practice in England but should be spread out to such an extent as might be found necessary to facilitate such instruction being given to those who desire it by teachers who were trained experts in the subject. The practice of each class-teacher taking his own class in the same period in the time-table, irrespective of whether he was competent and willing to impart religious instruction or not was detrimental to the efficient teaching of the subject: the new English Education Act makes definite provision for the appointment of 'reserved' teachers who would be specially entrusted with this subject. Similar provisions, it was agreed, should be made for religious teaching in Indian schools.

9. In considering the arrangements that should be made for the exemption of those pupils whose parents do not wish them to receive religious instruction, the Committee assumed that a compulsory education act would require a pupil to attend school for the full time during which it was opened, so that although a pupil could be withdrawn from the period in which religion was taught, he could not be permitted to be withdrawn from the school. Arrangements to ensure that such pupils usefully employed this period within the school should be made by the school authorities. The Committee did not arrive at any definite conclusion as to fixing the minimum number of pupils belonging to any one denomination, for whom the appointment of a separate teacher could be justified, and finally agreed that the matter could be left to the discretion of the educational authorities concerned.

10. The Committee then proceeded to consider whether expenses incurred in providing religious instruction or any part thereof whether on maintained or aided schools should be met from public funds. Some members held the view that once it is agreed that religious instruction should form an integral part of the curriculum and the time-table, it necessarily follows that the cost of it like that of other subjects should be defrayed from public funds. Against this it was argued that since there was to be no 'agreed syllabus' in India people may reasonably raise strong objection against paying for instruction in the dogmas of a religion for which they feel little enthusiasm. The Committee also felt that in the unfortunate absence of certain members, it was not sufficiently representative of the various denominations and that a complicated issue like the one under discussion should therefore be deferred till more representative opinion could be had on it. The Committee, therefore agreed that the question should be referred to the Central Advisory Board at its next general meeting.

11. With a view to implementing effectively the recommendations set out above, the Committee stress the desirability of having expert teachers for the purpose of giving religious instructions, which as already pointed out will involve the necessity of distributing the periods for religious instruction throughout the school day.

The Committee felt that religion should not be an examination subject.

12. While they agreed that religious instruction should be a regular part of the courses in Basic (Primary and Middle) and High School, the Committee

did not consider it advisable to make any specific suggestions regarding the teaching of religion in Universities and other institutions of higher education like Teachers' Training College or Technical Institutions of University Standard. Where there is a demand for instruction in theology, proper facilities should be provided. In regard to the question of the inspection of religious instruction, the Committee felt that this would depend on whether expenditure on religious education should be a charge on public funds or not. If the decision is in the affirmative, there would naturally be regular state inspections as in the case of other subjects of the curriculum. If it was decided that the denominations concerned should finance instruction in religion, then it would follow that its supervision as well should be arranged by them.

The Committee were of opinion that all reasonable requirements would be met if about two hours per week were devoted to religious instruction.

13. Finally, the Committee considered the question of minimum qualifications, training, and other conditions of service for religious instructors. It was generally agreed that teachers of religion should be expected to possess the same minimum academic qualifications as teachers in other subjects. It was pointed out that the minimum requirement of matriculation for Basic (Primary and Middle) school teachers and a graduate degree for High School teachers should not be lowered for two main reasons. In the first place, it was not desirable that teachers of religion should be less well educated or otherwise inferior in status to teachers of other subjects. In fact it was most important, particularly for the sake of religious education, that the prestige of the teachers should be maintained. Secondly, if lower standards were permitted in the case of teachers of religious subjects people with inferior qualifications would attempt to make 'religion' the back-door by which to enter the teaching profession. This was again undesirable both from the viewpoint of the profession and of religious instruction.

The Committee with the exception of Mr. Tamizuddin Khan agreed that matriculation or its equivalent and a training course should be the minimum qualification of a religious instructor in Basic (Primary & Middle) Schools. For this purpose the 'Maulvi' or 'Buddhamani' plus Matriculation English in the Punjab and the 'Madrassah' Certificate plus English of Matriculation standard in Bengal would be considered on a par with the ordinary matriculation.

Similarly, a degree or its equivalent plus the requisite training should be considered adequate for religious instructors in High Schools and other institutions of higher education. The period of training, it was agreed, for a religious instructor should be the same as for ordinary teachers.

14. The following is a summary of the Committee's main conclusions and recommendations :—

(1) It is desirable to make provision for religious instruction in educational institutions (Dr. Chandrasekharan dissents).

(2) Religious instruction should form an integral part of the approved courses of study and should be provided for in the regular time-table with the provision of a 'conscience clause' to meet the requirements of those parents who do not desire their children to undergo religious instruction. (Dr. Chandrasekharan dissents).

(3) Religious instruction should not be restricted to ethical and moral teachings common to all religions but should also include teaching in accordance with the tenets of different religions and denominations, (Dr. Chandrasekharan dissents). Fundamental, moral and ethical principles should be included and emphasised as far as possible.

(4) A common net of devotion in which all communities could participate, should be introduced in educational institutions.

(5) The School authorities would be responsible for making alternative provision for pupils whose parents object to religious instructions in schools.

(6) The question, whether expenses incurred in providing religious instruction in maintained or aided schools should be met from public funds, should be put up to the Central Advisory Board at its next annual meeting for a decision.

(7) Religious instruction should be entrusted to teachers trained and expert in the subject.

(8) The period for religious instruction should not be confined to the beginning or end of the school day, but should be spread throughout the time-table. The time devoted to the teaching of religion should be about two hours a week.

(9) Religion should not be treated as an examination subject.

(10) Religious instructions in Universities and other institutions of higher learning should be optional.

(11) Religious instructors should be required to possess the same minimum academic qualifications as teachers of other subjects, i.e., matriculation or its equivalent plus a training diploma for Basic (Primary and Middle) Schools and a degree or its equivalent plus training for High School and institutions of higher education (Mr. Tamizuddin Khan dissents).

(12) The period of training for the religious instructors should be the same as for the ordinary teachers.

#### ANNEXURE (I).

##### AGENDA.

1. To consider whether it is desirable to make provision for religious instruction in educational institutions, maintained or aided out of public funds; and if so to consider whether it should form an integral part of the approved courses of studies and be provided for in the regular time-table.

2. In the light of the decision on item 1 to consider whether the content of religious instruction in schools and colleges (maintained, aided or recognised but not aided)

(i) should be restricted to ethical and moral teachings acceptable to all religious systems, i.e., an agreed syllabus; or

(ii) should also include teaching in accordance with the tenets of different communities and denominations.

3. To consider what arrangements should be made in all institutions where religious instructions is given for the exemption of those pupils and students whose parents do not wish them to receive such instruction.

4. To consider if expenses incurred in providing religious instruction or any part thereof, should be met from public funds.

5. In the light of the previous decisions, to consider the best means of implementing them in—

(i) Basic (Primary and Middle) Schools (a) State provided (b) State aided (c) Recognised but not aided.

(ii) High Schools (a) State provided (b) State aided (c) Recognised but not aided.

(iii) Educational institutions at higher stages, e.g., Universities, Technical Institutions, Institutions for Training Teachers (a) State provided (b) State aided (c) Recognised but not aided.

6. To consider the minimum qualification, training and other conditions of service for religious instructors in :—

(i) Basic Schools (Primary and Middle).

(ii) High Schools.

(iii) Higher Educational Institutions.

7. To consider any other matter that may be raised with the consent of the Chairman.

## ANNEXURE (2).

### A NOTE ON THE POLICY IN REGARD TO RELIGIOUS INSTRUCTION IN SCHOOLS AND COLLEGES IN INDIA.

Religious neutrality in administration formed and continuous to form the basis of all policy in education also.

#### 2. Despatch of 1854.

(i) *Private Schools*.—The system of grants-in-aid was based on an entire abstinence from interference with the religious instruction imparted in the schools assisted.

(ii) *Govt. Schools*.—These were for the benefit of the whole population and it was therefore indispensable that the education conveyed in them should be secular. But it did not forbid explanations voluntarily sought by pupils on Christianity, provided it was given out of school hours and no notice was taken of it by Government Inspectors.

3. *Education Commission, 1882-83*.—Rules already applicable to the Govt. schools were applied to institutions wholly managed by municipalities and local bodies, the recommendation of the Commission having had special reference to Primary Schools. The Commission did not agree that in Govt. Colleges teachers of prevalent forms of religion should be employed or such teachers should be given admission to the institutions.

In 1887 in connection with the recommendations of the Commission, Govt of India hoped that the number of aided schools in which religious instruction was given would increase and that even in public schools such instruction could be effected out of school hours and in accordance with established principles.

4. *Resolution of 1904*.—Reiterated the policy of 1854. Took note of opinions expressed to the effect that the secular instruction imparted in Govt. institutions stimulated tendencies unfavourable to discipline, etc., and sought their remedy in carefully selecting and training teachers instituting hostels and selecting proper text-books, etc.

5. Slight relaxations had also been sanctioned in certain areas. For example, in the U. P. religious instruction within school hours was permitted if parents desired it. Punjab permitted such instruction within the school premises on certain conditions. In 1909 the Govt. of India sanctioned the introduction of religious instruction in Govt. schools in Burma provided no differentiation was made in favour of the Buddhist religion and on certain other conditions. In Sind in 1918 religious teaching which had been in existence for some years was continued on a voluntary basis and the principle of remuneration for the *Mulla* who imparted such instruction was accepted.

6. The position, therefore, was that the possibility of imparting religious instruction out of school hours on certain conditions was already recognised and it had been possible to pursue a still bolder policy in the case of publicly managed schools in localities where the bulk of the population professed a single creed.

The conditions imposed related to the non-compulsion of any regular teacher to give instruction in religion and the meeting of any part of the extra expenditure from school funds. Public ceremonies, festivals and acts of worship on school premises were forbidden. On the whole, the general impression was that Govt. viewed at least without enthusiasm the practice of giving religious instruction in school and colleges.

7. 1921 *Circular to Provinces*.—It emphasised the policy of strict religious neutrality of Govt. and the principle that Govt. schools ought not to be used as a means of fostering any one religion at the expense of others. The Govt. however, removed the following restriction which were, or were believed to, be in force, viz., against :—

(a) the utilisation of school premises for religious teaching or simple prayers ;

(b) the utilisation of teachers of the institutions for such instruction, etc., where they voluntarily undertake the work ;

(c) making religious teaching or observance compulsory for the boys whose parents or guardians have expressed a wish that this should be done ;

(d) deducting the time spent by any boy on religious teaching or observance from the prescribed curriculum period, preferably at the beginning or the end of the school day.

8. Since 1921 " Education " is a Provincial transferred subject and Ministries have been at liberty to make any arrangements they liked in the matter of religious education. The present position may be described however as practically the same as in 1921—private schools being able to give religious instructions subject to the " conscience clause " and the non-compulsion of a member of the regular staff to impart the instruction. So far as publicly managed schools are concerned, religious instruction may be given if there is a formulated demand from parents, subject to the conditions described above in respect of private schools. Certain provinces have imposed restrictions on—

(i) use of a regular teacher of the school for religious teaching ;

(ii) the charges for the teaching being met from school funds ;

(iii) Inspectors taking any notice of the instruction.

Punjab has laid down that the teaching should be out of school hours.

### ANNEXURE (3).

#### RELIGIOUS INSTRUCTION IN EDUCATIONAL INSTITUTIONS IN ENGLAND PAST AND PRESENT.

##### *The 1870 Education Act—*

*Conscience Clause.*—Any scholar may be withdrawn by his parents from religious observance or instruction without forfeiting any of the other benefits of the school.

*Time-table Clause.*—The time for religious instructions must be fixed either at the beginning or at the end of the school session. This was intended to enable parents to withdraw their children from religious instructions without interference with their education in secular subjects.

*Couper-Temple Clause.*—" No religious catechism or religious formulary which is distinctive of any particular denomination shall be taught in the school "—This applied only to Council or " Provided " Schools. This Clause did not exclude doctrinal exposition of the Bible and was a compromise between absolute secularism and denominationalism.

Government Inspectors were not to include the subject in their inquiries or examinations.



"To remove the risk of any child being refused admission to the only school in an area on the ground of the child not participating in religious classes, it was laid down that " it shall not be required as a condition of any child being admitted into or continuing in a school, that he shall attend or abstain from attending any Sunday school or any place of religious worship or that he shall attend religious observance or any instruction in religious subjects in the school or elsewhere, from which observance or instruction he may be withdrawn by his parent."

Attendance was not to be compelled on a day which had been set apart for religious observance by the religious section to which the parent belonged.

*The 1902 Education Act.*—Ensured some popular control over "voluntary" school by making \*L.E.A.'s responsible for maintaining and keeping efficient all public elementary schools. The managers of voluntary schools were to be appointed to the extent of two-thirds by the Board of Education having regard to the Trusts and usage, the remaining one-third being appointed by Local authorities. The Managers were responsible for "religious instruction" which was to be in accordance with the provisions of the Trust Deed, if any.

A bye-law issued under the 1902 Act known as Anson Bye-Law laid down that "the time during which every child shall attend school shall be the whole time for which the school selected shall be open for children of a similar age.... Where the parent has notified to the managers in writing his intention to withdraw the child from instruction in religious subjects, such time shall be the whole time for which the school selected shall be open for secular instruction only."

The dual control established over "voluntary" schools gave rise to controversies over the question of giving rates collected from all denominations to institutions belonging to particular denominations. Attempts at a compromise were continually discussed.

*The 1918 Education Act.*—The Act provided "Where there are two or more public elementary schools not provided by the \*L.E.A. of the same denominational character in the same locality, the \*L.E.A., if they consider that it is expedient for the purpose of educational efficiency and economy, may, with the approval of the Board of Education, give directions for the distribution of pupils in those schools according to the age, sex or attainments and otherwise with respect to the organisation of the schools."

*The 1921 Act.*—This was a consolidating Act. This stated *inter-alia* that the Anson Bye-Law issued after the 1902 Act, if adopted by any local education authority would have the force of law. The bye-law, with slight variation, is in force. The controversies over religious instruction have somewhat subsided in the last fifteen years and the Churches realised that the points of doctrine on which they differed were not so material as the points on which they agree and in many areas "Agreed Syllabuses" came to be used.

*The 1936 Education Act.*—This laid down that it may be a term of the agreement of the local authority to make a building grant to voluntary schools, that in such aided schools the managers shall provide religious instruction on the lines of the agreed syllabuses such as the pupils would receive in a council school, for those whose parents wish them to be withdrawn from the denominational religious instruction normally given in the school. Further, such "agreed syllabus" instruction must be provided by the managers if the parents who desire it cannot with reasonable convenience cause their children to attend a "provided" school. If the managers refused to provide denominational (or "agreed syllabus") instruction then the local authority may itself provide such instruction in the school

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\*L.E.A. = Local Education Authority.

The condition for absence from school were liberalised to include occasions when—

(1) the parent desires the child to receive religious instruction of a kind not given in the school ; and

(2) the local authority cannot with reasonable convenience cause them to attend a public elementary school where such instruction is given.

The local education authority have no power to provide denominational instruction in any school, nor have they power *as an authority* to make arrangements for denominational instruction to be given to pupils in council schools elsewhere than in school.

There has been no variation of the Cowper-Temple Clause of the 1870 Act by any subsequent Act.

*Religious Education in institutions of Higher Education in England.*

Before 1871 restrictions applied to the admission of Roman Catholics and Protestant Dissenters to Oxford and Cambridge and similar restrictions applied to the University of Durham when it was founded. In 1871, a bill abolishing religious tests was passed. The Act provided that persons taking lay academical or collegiate offices should not be required to subscribe to any formulary of faith, or to conform to any religious observance, or to attend or abstain from attending any form of public worship or to belong to any specified Church or sect or denomination. The Act did not affect Divinity degrees, nor did it interfere with any lawfully established system of religious instruction, worship and discipline and the Governing Bodies of the Colleges were to provide sufficient religious instruction for the students in residence belonging to the Established Church. But there was the "Conscience Clause" for those who objected to attending. The 1902 Act, permitted L.E.A.'s to aid institutions for higher education but left the persons having control of these institutions free to decide what form if any, of religious instruction or observance should be given or practised therein. Schools, colleges and hostels *provided by the local authorities* could not exclude on the ground of religious belief any pupil and such pupil could not be placed in any inferior position on that account. The difference between a public elementary school and such schools for higher education is that the "right of entry" of denominational teachers was permitted in the latter. But as in the case of elementary schools, the L.E.A. cannot provide religious education of a denominational kind in any institution it provides nor can it as an authority make arrangements for such denominational religious instruction to be given elsewhere.

*Proposals in the Education Bill (Dec. 1943).*

The changes proposed in the Education Bill recently introduced in Parliament are as follows :—

(Extracts from Explanatory Memorandum of the President of the Board of Education).

*"Religious Education (Classes\* 24—28).*

23. In all primary and secondary schools the school day will begin with a corporate act of worship and religious instruction will be given [Clause 24 (I)]. This instruction may be given at any time. The provision in the existing Act restricting it, in the case of elementary schools, to the beginning and end of the school session will not longer apply.

24. In county schools the instruction will be in accordance with an agreed syllabus (Clause 25), drawn up by representatives of the Established Church (except in Wales and Monmouthshire) and other religious denominations, the teachers and the local education authority, under the procedure prescribed.

\* Clauses of the Education Bill.

Neither the corporate act of worship nor the religious instruction required to be given will include any catechism or formulary distinctive of any particular religious denomination (Clause 25). Parents who wish their children to receive denominational religious instruction will be able to withdraw them for that purpose. It will also be open to parents to withdraw their children entirely from religious observance and instruction [Clause 24 (3) and (4)].

25. In the case of some county secondary schools, situated in the open country in order to serve the needs of a number of villages, there may be no building reasonably accessible to which the children can be withdrawn for denominational instruction. In such cases the authority will be required, unless in their view there are special circumstances which would make it unreasonable to do so, to provide facilities for the denominational instruction to be given on the school premises. It will be for the denomination concerned to provide the teacher and they will also be responsible for meeting the cost of the instruction (Clause 25 proviso).

26. In controlled schools the religious instruction will be in accordance with an agreed syllabus, but, as already noted, denominational instructions will be available for not more than two periods a week for those children whose parents desire them to receive it [Clause 26 (1)].

27. In aided and special agreement schools the religious instruction will be in accordance with the trust deed or previous practice, and will be under the control of the managers or governors [Clause 27 (1)].

28. Three principal modifications of the White Paper proposals have been made in the Bill; these should help to relieve certain anxieties which have been expressed.

(i) The proviso to Clause 27(1) provides that in aided schools and special agreement schools syllabus instruction will be available for those children whose parents desire it, if they cannot reasonably attend a school where it is ordinarily given. Where the managers or governors are unwilling to make the necessary arrangements the authority will be required to do so. This provision should be especially valuable where an aided school is situated in what is known as a single school area.

(ii) Anxiety has been expressed about the teaching of denominational instruction in the smaller controlled schools where the total staff is no more than two and where Clause 26(2) does not allow the appointment of reserved teachers. To allay this anxiety it should be made clear that in such cases the denominational instruction may be given by persons who are acceptable to the foundation managers, e.g., local clergy or lay workers. Moreover, no prohibition is placed on members of the ordinary teaching staff, who volunteer to do so, giving the instruction.

(iii) The proposal described in paragraph 21 (i) above to make the 50 per cent. grant available towards the cost of transferring an auxiliary school to new premises, or of substituting new premises for those of one or more existing auxiliary schools, should be of great assistance to the denominations in dealing with the position created by large-scale movements of population as a result of slum clearance or other action on the part of a planning authority."

[A few copies of the Education Bill, England (Dec. 1943) were placed on the table of the Committee room].

#### ANNEXURE (4).

##### REGULATIONS IN THE PROVINCIAL CODES OF REGULATIONS FOR EUROPEAN SCHOOLS GOVERNING RELIGIOUS INSTRUCTION.

As far as I know there has always been a Code of Regulations for European Schools separate to that for Indian Schools. Before the inception of the Montagu-Chelmsford Reforms in 1920 when Education as a whole was a

Central Subject, the Government of India had just one Code for European Schools in all Provinces. As a result of the Reforms Education became a Provincial Subject, and each Province took the Government of India Code and modified it where they thought this was necessary. The following regulations regarding religious instruction in European Schools, copied from the United Provinces' Code, have been retained with, in some Codes, minor changes in wording by all Provinces, except Bombay Presidency, Sind and Bengal.

" 8. Every school aided by Government in any form whatever under the provisions of this Code shall be conducted in accordance with the following regulations :—

(a) It shall not be required, as a condition of any child being admitted into a continuing in the school as a \*day scholar, that he shall attend or abstain from attending any Sunday School or any place of religious worship ; or that he shall attend any religious observance or any instruction in religious subjects in the school or elsewhere, from which observance or instruction he may be withdrawn by his parent ; or that he shall, if withdrawn by his parent, attend the school on any day exclusively set apart for religious observance by the religious body to which his parent belongs.

(b) The time or times during which any religious observance is practised or instruction in religious subjects is given at any meeting of the school, shall be either at the beginning or at the end, or at the beginning and the end of such meeting, and shall be inserted in a time-table to be kept permanently and conspicuously hung up in every school room ; and any \*day scholar may be withdrawn by his parent from such observance or instruction without forfeiting any of the other benefits of the school.

(c) The school shall be open at all times and in all its departments to the Inspector, but it shall be no part of his duties to enquire into any instruction in religious subjects given at such school, or to examine any scholar therein in religious knowledge, or in any religious subjects or book.

9. No grant is made (a) on account of instruction in religious subjects, etc., etc.,".

2. Bombay Presidency and Sind have retained 8(c) and 9(a) above and omitted 8(a) and (b), while Bengal has retained all except 8(b).

C. W. M. SADLEIR,  
Secretary to the Inter-Provincial Board  
for Anglo-Indian and European Education.

#### ANNEXURE (5).

#### RELIGIOUS INSTRUCTION IN EDUCATIONAL INSTITUTIONS IN THE PROVINCES—RULES PRESCRIBED IN THE EDUCATIONAL CODES.

##### ASSAM.

##### PROVINCIAL CODE.

##### *Section 74—Religious instruction in Muhammadan Hostels.*

1. The Superintendents of Hostels will be expected to influence the boys under their charge to the daily performance of *namaz*. But no compulsion must be exercised. A room in the hostel should, if possible, be set apart for the purpose.

2. Prayer rooms may be provided in Government hostels by private liberality, the contributions being handed over to Government for disposal.

3. Prayer rooms constructed as in (2) above will form part of the hostel building and will belong to Government, the contributors or the general public acquiring no right or interest in them.

\* The Punjab and Madras Presidency have substituted 'pupil' for 'day-scholar'.

## BENGAL.

## BENGAL EDUCATION CODE.

*Chapter V—Schools for general instruction—Section I—General.*

*Art. 15.—Moral conditions and instruction in schools.*—The best safeguard against immorality in schools is to encourage athletics and other healthy tastes and occupations and to instil into the minds of the pupils a reverence for religion. Private talks to boys whose conduct may have laid them open to suspicion may be of use in some cases. Moral instruction should form a definite objective in every school, but it should in no way affect the social or religious ideas of the students generally. It should be impressed upon them that the components of a high character are truthfulness in word or deed, self-control and unselfishness, respect to superiors and reverence for elders, tenderness to animals and compassion for the poor, obedience and diligence, and habits of order and punctuality. For the purpose of inculcating these characteristics in the pupils, a certain proportion of the reading lessons in Vernacular and English readers should consist of suitable biographical selections drawn from the lives of Hindu, Muhammadan and Christian worthies, instead of being confined to one section of the community; school libraries should have books of this kind which the students should be encouraged to read, and teachers should furnish themselves with as many tales and anecdotes bearing on these characteristics as possible, from ancient or current history or from actual every-day life, and use them whenever an opportunity offers itself. But example is more effectual than precept and a teacher who is himself unpunctual, or who is not highly respected for his character, cannot expect that his teaching about truth, punctuality, or any other virtue will attain much success. The Department has, therefore, always expected, and will continue to expect, its teachers to set the example of a high character before the eyes of the pupils under them and to realize the great responsibility which rests upon them in regard to the moral training of the children committed to their charge.

*Art. 16. Religious instruction in schools.*—An embargo was until 1921 placed in the introduction of religious instruction in public-managed schools. In that year, the Government of India made an announcement which, however, they emphasised, was not to be regarded as of a mandatory nature nor as one binding the Ministries of Education to a definite line of action. They sought rather to remove restrictions which were possibly regarded as hampering the freedom of Local Government in this respect, while leaving those Governments free to adopt such line of action as they might think fit. The announcement of the Government of India was to the effect that there would be no objection in publicly managed schools and colleges to—

- (a) the utilization of school premises for religious teaching or simple prayer;
- (b) the utilization of teachers of the institutions for such instruction, etc., where they voluntarily undertake the work;
- (c) making religious teaching or observances compulsory for the boys whose parents or guardians have expressed a wish that this should be done;
- (d) deducting the time spent by any boy on religious teaching or observances from the period prescribed in the curriculum, preferably at the beginning or at the end of the school day.

*Art. 17.*—In Bengal the question of religious instruction has been intermittently discussed over a period of many years. Committees on the subject have sat both in Eastern Bengal, in Western Bengal and in the new province of Bengal, and their deliberations seem to show that it is well-nigh impossible to decide on any system of religious education which will be acceptable to

Hindus of all castes and creeds. Religious instruction is provided in *Maktabas* and *Madrasahs*, and it is also given in Primary schools where a book of stories, including moral and popular stories, is prescribed for home reading and occasional use in classes III and IV. Beyond this, the policy which the Local Government have decided to adopt is one of strict neutrality, until there is a formulated demand in the matter from the Legislative Council and the general public.

## BIHAR.

### ARTICLES FROM BIHAR AND ORISSA EDUCATION CODE.

#### Chapter I—Introductory.

*Art. 7. Functions of different institutions.*—A primary Urdu school is a primary school in which one period a day is devoted to religious instruction on the Islamic system including the reading of Koran.

*Art. 17. Religious neutrality.*—Grants from public funds are given on the principle of strict religious neutrality and no preference is shown to any school on the ground that any particular religious doctrines are taught or are not taught therein.

#### Chapter II—Controlling agencies : Section II—District Board.

*General rules applicable to all classes of schools over which District Board exercise control.*

*Art. 90 (7).*—Any school maintained or aided by, or in receipt of a stipend from a district board together with all its accounts, books and other records, shall at all times be open to inspection and examination by the Commissioner, by the district or sub-divisional officer, by the inspector, by the district inspector, by members of the district and local boards and their education committees and (in the case of primary schools) by the subordinate inspecting agency employed by the department ; and to this end the record and accounts shall be placed and kept in such custody that they shall always be accessible on the visit of any such examining or inspecting officer. *Such inspection shall have no reference to religious instruction but only to secular education.*

*Grant-in-aid schools, i.e., schools under private management receiving grants from a Board.*

*Art. 90 (19).*—In areas where the only school is one in which religious instruction is given, the grant-in-aid will be subject to the condition that such instruction shall not be compulsory for pupils who profess other religions than that in which such instruction is given and whose parents or guardians wish them to be exempted.

#### Chapter V—Schools for general instruction.

*Art. 189. Religious Instruction.*—The orders of Government regarding religious instruction are as follows :—

(1) The question whether religious instruction should or should not be given in Government and aided non-denominational schools, either to the whole school or to any community therein, rests at the discretion of the authority specified below :—

<i>Class of school.</i>	<i>Authority.</i>
Government Schools .. ..	The managing committee or, if there is no such committee, the inspector or inspectress.
Schools directly managed by a local body.	The local body.
Schools aided by Government or local body.	The managing committee.
Stipendiary schools .. ..	The head teacher.

(2) If the authority specified above decides that religious instruction should be given to one community only, the periods during which that instruction is given should be used, in the case of pupils of other communities, for moral instruction, organized games or physical exercise. If religious instruction is not given to any community the time set free may be used for any other subject in the curriculum.

(3) Unaided schools exercise their own discretion as to whether or not to give religious instruction. Denominational schools make their own arrangements for such instruction, but they should afford facilities to pupils of other religions to offer their prayer in mosques or temples.

(4) If religious instruction is given :—

(i) It should be given within school hours for not more than two periods a week, ordinarily by members of the school staff selected by the headmaster, but also, if necessary, by honorary teachers approved by the headmaster.

(ii) The choice of text-books should be left to the religious teacher except in schools under the control of local bodies : if it is proposed to use text-books or moral or religious instruction in such schools the previous sanction of the local body concerned and of Government is necessary.

(iii) All pupils should be required to attend the religious instruction provided for their particular community unless their parents desire them to be exempted.

(iv) If examinations are held in the subject the school authorities as such should have no concern with them.

(5) Facilities as regards both time and place should be given to the various religious communities for the singing of religious hymns and the saying in congregation of the prayers that fall within school hours.

(Government Resolution Nos. 3268-E, dated the 5th December 1923 ; and 4283-E, dated the 12th December, 1933.)

## BOMBAY.

### 1.—GRANT-IN-AID CODE FOR SCHOOLS AND COLLEGES.

#### *Chapter I—General rules for recognition.*

##### *Art. 14—Religious Instruction.*

(A) No recognition will be given to any school or college maintained by a particular religious community which :—

(a) being the only school or college of its class in the locality, and

(b) admitting pupils of other religious communities, makes attendance at instruction in its own religion a condition of the admission of such pupils.

(B) Religious instruction in schools or colleges is allowed under the following conditions :—

(a) School and College premises may be used for religious teaching or simple prayers if well constituted outside bodies offer to make provision for such teaching or prayers either just before or just after hours provided that (i) there is no local objection, (2) the teachers appointed are acceptable to Government or the Local Body concerned, and (3) no ceremonial observances are included. A slightly greater latitude may be allowed in the case of hostels in regard to the last proviso ;

(b) The services of a teacher in the service of Government or a local body should not, however, be utilised for imparting religious instruction ;

(c) The time spent by any student on religious teaching or observance should not be deducted from the prescribed period of the curriculum which should be fixed on educational considerations alone.

### II—PRIMARY EDUCATION RULES.

*Art. 72—Religious instruction, including the teaching of the Koran, may be given in schools managed by a local authority provided that (1) there is no local objection to such instruction, (2) the attendance of pupils is optional and (3) the time devoted to it is not included in the hours of instruction prescribed.*

## MADRAS.

## I—ELEMENTARY EDUCATION MANUAL.

*Religious instruction.*—In regard to religious instruction, the Government have accepted the principle that—

(1) Muslim religious instruction should be provided in all institutions under departmental management which are chiefly intended for Muham-madans; and that

(2) local bodies and municipal councils should be at liberty to incur expenditure from their funds on the provision of religious instruction for Muhamnadan pupils in schools under their management.

They have ordered that in schools chiefly intended for Muslims, religious instruction may be imparted within school hours, and that in cases where it is not possible for a member of the teaching staff to impart religious instruction; also the services of a teacher who can impart religious as well as secular instruction should be secured in the place of one of the existing members of the staff. In other schools such instruction is to be imparted to Muslim pupils by part-time instructors on a salary not exceeding Rs. 6|- a month or by a regular member of the staff on payment of an allowance of Rs. 4|- a month, no such expenditure being, however, incurred unless the number of Muslim pupils in the school is not less than 25 per cent. of the total strength of the school, subject to a minimum strength of 20.

## II—MADRAS INSPECTION CODE.

*Moral Instruction in Elementary Schools.*

According to the recently published scheme of studies for Elementary schools, ability to answer simple questions on the most elementary and essential rules of conduct will be required of pupils who are completing their course in these schools.

Instruction in these rules, where it is not systematically given in connexion with the religious instruction, will be for the most part indirect. Opportunities for impressing the essential truths may be and, it is hoped, will be found in Reading Lessons, History, etc. It is not intended to publish any syllabus for moral instruction still less to prescribe any Text Books on the subject. It will be left to the teacher's discretion to supplement these essentials in accordance with what they consider to be the interests of the school and the pupils. It is also desirable that the main points to be impressed by direct or indirect moral instruction should be summarized and committed to writing in a set of simple and concise rules. The drawing up of these rules will be left to the teachers and managers concerned who will choose the language and regulate the amount of detail with due reference to the age of the pupils and circumstances of each school. Some may put them in the form of a catechism and others in the form of simple homely proverbs. In any case it is important that these written rules should be exposed in each school in a conspicuous place—that the pupils should commit them to memory and that the teachers should frequently illustrate them in the course of the school work by stories, pictures, familiar sayings, etc.

2. It should be the aim of each teacher to see that the children are brought up in habits of cleanliness, punctuality, good manners and language and to impress on them the importance of cheerful obedience to duty—of patience—of consideration and respect for others—of honour and truthfulness in word and act—of temperance, courage and perseverance, of kindness towards all living creatures but especially to weaker than themselves. The need for politeness and respect to elders and superiors should be impressed. The rules should insist on the invariable use of some honorific form of address by pupils when speaking to teachers and on a respectable salute being made when teachers are met by pupils in or out of school. It will be found natural in most cases to base instruction on



the relations of child and parents—and to advance therefrom to the relations of the child to his family—his teacher—his classmates and friends—and society at large as represented by the residents of the locality.

3. Whatever efforts may be made to stimulate the moral sense by instruction, whether direct or indirect, it should always be remembered that example is more efficacious than precept and that the tone of the school depends largely on the personal character and conduct of the teachers.

4. With religious teaching the department is in no way concerned and Inspecting officers will be asked to be most careful to avoid trespassing in this sphere. There will be no danger of this so long as questions are put by them with the sole aim of testing the pupils' remembrance and understanding of these rules.

At the same time it should be understood that the instruction given above are not intended to encourage the treatment of moral instruction, as a subject separate from religious instruction in schools where the latter kind of teaching is possible. The great truths of religion and morality are common to all mankind and are liable to lose their force when treated in isolation from one another.

#### N. W. F. PROVINCE.

##### N. W. F. P. EDUCATION CODE.

##### *Government and Board Schools.*

Art. 233A. Religious instruction may be given in Government and Board schools on the following conditions :—

(i) The time devoted to such instruction shall not exceed one period daily out of school hours.

(ii) The instruction shall be given by a teacher or teachers selected by the parents who desire such instruction for their children. In Government Schools such instruction shall not be given by a member of the staff.

(iii) No pupil shall be required to attend during the period of religious instruction unless his parents have expressed a wish that he should do so.

(iv) No charge on account of religious instruction shall be paid from public funds. The question of charging fees for such instruction is left entirely to the community desiring it.

N.B.—Rule (i) may be interpreted to mean that religious instruction may be imparted within school hours for one period daily, provided always that the school working day is lengthened by the addition of the period given to religious instruction.

Art. 233B. No pupil of a recognised school (Mission girls' schools and Mission colleges included) shall be compelled to attend the class in which religious instruction is given or take part in any religious exercises if the parent or guardian has formally communicated to the school authorities his wish that the pupil should not be so compelled.

A pupil absenting himself from religious instruction or religious exercises under the above paragraph shall suffer no disability on that account.

No pupil shall be refused admission to a recognised school because exemption from attendance at religious exercises or religious instruction is claimed under this clause.

No pupil shall be compelled to attend the school on any day set apart for religious observance by the community or set to which his parents or guardians belong nor shall he be compelled to attend school on recognised holidays of his religion included in the list of gazetted holidays.

Any representation made by guardians under this rule must be in writing.

## PUNJAB.

## EDUCATION CODE.

## I.—Chapter VII—General Rules.

Art. 218. Religious instruction shall not be given in Government or Board schools except out of school hours, and then only at the express request of the parents or guardians concerned. No teacher employed in a Government or board school shall be required to give such instruction without his consent, and no charge on account of religious instruction shall be paid from public funds.

## II.—Chapter VII—Rules for recognition.

Art. 246. No pupil of a recognized school shall be compelled to attend a class in which religious instruction is given or take part in any religious exercises if the parent or guardian has formally communicated to the school authorities his wish that the pupil should not be so compelled.

A pupil absenting himself from religious instruction or religious exercises under the above para. shall suffer no disability on that account.

No pupil shall be refused admission to a recognized school because exemption from attendance at religious exercises or religious instruction is claimed under this clause.

No pupil shall be compelled to attend the school on any day set apart for religious observance by the community or sect to which his parents or guardians belong, nor shall he be compelled to attend school on recognised holidays of his religion, included in the list of gazetted holidays.

Any representation made by guardians under this rule must be in writing.

## UNITED PROVINCES.

## EDUCATION CODE.

## Chapter IV.—Recognised English Schools and Intermediate Colleges.

Art. 89. Religious instruction may be imparted in Government English Schools and Intermediate Colleges outside the regular hours of secular instruction, subject to the following conditions:—

(a) The head of the institution should set apart two half-hours in the week for religious instruction to boys whose parents wish them to receive it: provided that the parents can agree to the appointment of an instructor, and there is a class room in the school available for the purpose.

(b) The appointment of a religious instructor is subject to the approval of the School Committee. The remuneration of the religious instructor must be arranged by the community desiring to employ him, and the question of paying the cost in whole or in part out of fee for religious instruction is left entirely to the community.

(c) The religious instructor will keep up a register of attendance open to inspection by the head of institution, and may report for punishment boys who play truant.

(d) The community will conduct all examinations in religious knowledge. The results may be communicated to the head of the institution, and may be read out by him at the annual prize-giving, when any prizes which the community may propose to award for proficiency in religious knowledge will be awarded by a representative of the community. Otherwise the head of the institution will have no concern whatever with the progress in religious knowledge of any scholar.

(e) No master on the school or college establishment may be engaged as religious instructor. But the religious instructor will be under the control of the head of the institution.

(f) The community concerned will be responsible for making arrangements which will be agreeable to the general public. The arrangement shall be subject to the approval of the head of the institution.

(g) It is optional with parents to have religious instruction given to their children. Any parent desirous of having a boy instructed in religion will signify his wish in writing to the head of the institution, who will then give the boy permission to attend the class.

Art. 90. (a) Aided educational institutions are at liberty to impart religious instruction, provided that :

(1) no one shall be compelled to attend any religious instruction or observance in a faith other than his own as a condition of the admission into or continuance in an aided educational institution or hostel attached thereto if he, or his parent or guardian, if he is a minor, objects to it and informs the authorities of the institution of his objection in writing.

(2) the time or times during which any religious observance is practised or instruction in religious subjects is given at any meeting of an aided educational institution shall be in the beginning or at the end or at the beginning and end of such meeting.

*Note* :—Exemption from religious instruction or observance shall take effect from the commencement of a school or college term. Applications for exemption should therefore be made at the commencement of a term. But with the sanction of the Headmaster or Principal, exemption may take effect at any time during the currency of a term.

(b) Unaided English institutions are at liberty to make their own arrangements, but the time devoted to religious instruction should be kept entirely separate from that which is required for secular instruction.

(The rules in para. 90(a) apply also to such vernacular schools as receive aid from Government).

#### ANNEXURE (6).

EXTRACT FROM THE REPORT OF THE WOMEN'S EDUCATION COMMITTEE ON  
PRIMARY EDUCATION OF GIRLS IN INDIA, 1936.

37. *Religious teaching* :—Coming to the place of religious teaching in primary education, there was a general agreement that education without religious teaching was incomplete, but there was considerable divergence of opinion as to how this need should be met. One school of thought believed that there was a lowest common denominator or residuum of moral ideas common to every religion and that these could be taught without offence in all schools. The danger implicit in this form of teaching was that when the common moral principles had been reduced to such an inoffensive level as this they became mere abstractions with no living interest at all, and in any case too tenuous to be comprehended by any small boy or girl. On the other hand the difficulty of introducing any doctrinal teaching in schools where any one community predominated was emphasised. The question was a general one, namely, whether religious teaching is necessary in secular schools and was not connected with any question of having to provide religious instruction for any community in order to attract them to school. There was a feeling that religious instruction to be of any use must be doctrinal instruction. On the other hand, some members wanted general, moral or ethical instruction. It was pointed out that the so-called moral lessons which used to be feature of instruction in high schools in different parts of India have been dropped as empty forms. After further discussion a general resolution on the need to teach basic religious principles was agreed to by all members but opinion was not unanimous about giving definite religious teaching when there was a demand for it, though the majority was in favour of such a course.

IX.—The Committee consider that primary education without teaching the basic principles common to all religions is incomplete.

Further, religious instruction should be permitted in girls' schools within school hours when there is a demand for it.

EXTRACT FROM THE 'REPORT OF THE WOMEN'S EDUCATION COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION TO CONSIDER THE CURRICULUM OF GIRLS' PRIMARY SCHOOLS IN INDIA, 1937.'

11. The question of the inclusion of religious instruction in the curriculum of primary schools is one on which agreement is not unanimous, though all agree that an education divorced from religion is sterile. In privately managed schools religious teaching should be permitted but in government and local body schools the difficulties are obvious. The Committee carefully considered the views on religious teaching expressed by the Women's Education Committee on page 11 of their report of 1936 and record their entire agreement with the terms of that Committee's resolution, viz., that primary education without teaching the basic principles common to all religions is incomplete. All agreed however that moral ideas and habits must be developed though there is a difference of opinion whether the teaching should be direct or indirect. Some feel that the every-day school life of the child will provide the teacher with sufficient opportunities for inculcating the fundamental qualities of honesty, truthfulness and brotherliness, while others, feeling that this is insufficient, press for definite instruction by means of lessons and stories drawn from the literature of all religions.

EXTRACT FROM THE 'REPORT OF THE FIRST COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION APPOINTED TO CONSIDER THE WARDHA EDUCATION SCHEME, 1938.'

41. *Religious Education*.—The absence of all religious teaching from the curriculum was adversely commented on and this question showed fundamental differences of opinion. On the one hand it was contended that if the State makes education compulsory for all, then the State must make provision for religious education. Muslim members pointed out that religious instruction is an essential part of general education and any scheme of compulsory education which excludes religious instruction will be resented by that community.

42. Dr. Zakir Hussain had already pointed out that the Wardha Scheme makes provision for the teaching of the principles common to all religions in the hope of developing mutual respect and toleration. In Gandhiji's words :—

"We have left out the teaching of religions from the Wardha Scheme of education, because we are afraid that religions, as they are taught and practised today, lead to conflict rather than unity. But on the other hand, I hold that the truths that are common to all religions can and should be taught to all children. These truths cannot be taught through words or through books. The children can learn these truths only through the daily life of the teacher. If the teacher himself lives up to the tenets of truth and justice then alone can the children learn that truth and justice are the basis of all religions."

43. The majority of members felt that religious teaching was best left to the parents or to the communities concerned, but that the State should permit religious instruction to be given in the school building, out of school hours.

After considerable discussion the Committee agreed that the Government should provide facilities for religious teaching, as at present, but was not unanimous whether or not such teaching should be given in or out of school hours. The question of the inclusion of religious instruction in the curriculum is discussed in the Report of the Women's Education Committee of the Central Advisory Board of Education on the curriculum of Girls Primary Schools (1937). The majority of the members are in agreement with the views expressed in para. 11 of that report. Dr. Sir Zia-ud-din Ahmad and Khan Fazl Muhammad Khan, however, desired that religious instruction should be a school subject. The syllabus of studies for Muslim Theology should be prepared by Muslims, taught by Muslims and the State should provide all facilities.

## ANNEXURE II.

### EXTRACT OF EDUCATION ACT, 1944 (ENGLAND AND WALES).

#### *Religious Education in County and Voluntary Schools.*

25. *General provisions as to religious education in county and in voluntary schools.*—(1) Subject to the provisions of this section, the school day in every county school and in every voluntary school shall begin with collective worship on the part of all pupils in attendance at the school, and the arrangements made therefore shall provide for a single act of worship attended by all such pupils unless, in the opinion of the local education authority or, in the case of a voluntary school, of the managers or governors thereof, the school premises are such as to make it impracticable to assemble them for that purpose.

(2) Subject to the provisions of this section, religious instruction shall be given in every county school and in every voluntary school.

(3) It shall not be required, as a condition of any pupil attending any county school or any voluntary school that he shall attend or abstain from attending any Sunday school or any place of religious worship.

(4) If the parent of any pupil in attendance at any county school or any voluntary school requests that he wholly or partly excused from attendance at religious worship in the school, or from attendance at religious instruction in the school, or from attendance at both religious worship and religious instruction in the school, then, until the request is withdrawn, the pupil shall be excused from such attendance accordingly.

(5) Where any pupil has been wholly or partly excused from attendance at religious worship or instruction in any school in accordance with the provisions of this section, and the local education authority are satisfied:—

(a) that the parent of the pupil desires him to receive religious instruction of a kind which is not provided in the school during the periods during which he is excused from such attendance;

(b) that the pupil cannot with reasonable convenience be sent to another county or voluntary school where religious instruction of the kind desired by the parent is provided; and

(c) that arrangements have been made for him to receive religious instruction during school hours elsewhere, the pupil may be withdrawn from the school during such periods as are reasonably necessary for the purpose of enabling him to receive religious instruction in accordance with the arrangements:

Provided that the pupil shall not be so withdrawn unless the local education authority are satisfied that the arrangements are such as will not interfere with the attendance of the pupil at school on any day except at the beginning or end of the school session on that day.

(6) No directions shall be given by the local education authority as to the secular instruction to be given to pupils in attendance at a voluntary school so as to interfere with the provision of reasonable facilities for religious instruction in the school during school hours; and no such direction shall be given so as to prevent a pupil from receiving religious instruction in accordance with the provisions of this section during the hours normally set apart for that purpose, unless arrangements are made whereby the pupil shall receive such instruction in the school at some other time.

(7) Where the parent of any pupil who is a boarder at a county school or a voluntary school requests that the pupil be permitted to attend worship in accordance with the tenets of a particular religious denomination on Sundays or other days exclusively set apart for religious observance by the religious body to which his parent belongs, or to receive religious instruction in accordance with such tenets outside school hours, the managers or governors of the school shall make arrangements for affording to the pupil reasonable opportunities for so doing and such arrangements may provide for affording facilities for such worship or instruction on the school premises, so however that such arrangements shall not entail expenditure by the local education authority.

26. *Special provisions as to religious education in county schools.*—Subject as hereinafter provided, the collective worship required by subsection (1) of the last foregoing section shall not, in any county school, be distinctive of any particular religious denomination, and the religious instruction given to any pupils in attendance at a county school in conformity with the requirements of subsection (2) of the said section shall be given in accordance with an agreed syllabus adopted for the school or for those pupils and shall not include any catechism or formula which is distinctive of any particular religious denomination.

Provided that, where a county secondary school is so situated that arrangements cannot conveniently be made for the withdrawal of pupils from the school in accordance with the provisions of this Act to receive religious instruction elsewhere, then, if the local education authority are satisfied :—

(a) that the parents of pupils in attendance at the school desire them to receive religious instruction in the school in accordance with the tenets of a particular religious denomination; and

(b) that satisfactory arrangements have been made for the provision of such instruction to those pupils in the school, and for securing that the cost of providing such instruction to those pupils in the school will not fall upon the authority;

the authority shall, unless they are satisfied that owing to any special circumstances it would be unreasonable so to do, provide facilities for the carrying out of those arrangements.



सत्यमेव जयते

**Report of the Committee in regard to methods of selecting pupils for  
Higher Education and advising them in regard to careers.**

**PREFACE.**

At their Twelfth meeting held in Mysore in January, 1946, the Central Advisory Board of Education considered the Report of the Committee appointed to examine the question of the selection of pupils for higher stages of education and adopted the same with certain amendments. These amendments have been incorporated in the report appended.





सत्यमेव जयते

## **Report of the Committee in regard to methods of selecting pupils for higher education and advising them in regard to careers**

At their eleventh meeting held at Karachi in January 1945, the Central Advisory Board of Education considered the question of selection at appropriate ages for the higher stages of education and appointed a committee to examine the best ways and means of—

(a) selecting pupils or students for various forms and stages of higher education, and

(b) advising parents and pupils in regard to the choice of careers on leaving school. The Committee were asked to have due regard to the experimental work in both these connections which has already been carried out in this country and abroad.

2. The following were appointed members of the Committee:—

- (1) Lt.-Col. Sir Zia-ud-Din Ahmed, C.I.E., D.Sc., M.L.A., Vice-Chancellor, Aligarh Muslim University.
- (2) W. H. F. Armstrong, Esq., C.I.E., M.A., I.E.S., Director of Public Instruction, Punjab.
- (3) Shamsul-Ulema Dr. U. M. Daudpota, M.A., Ph.D., Director of Public Instruction, Sind.
- (4) Khan Bahadur Shah Alam Khan, M.A., LL.B., Director of Public Instruction, N. W. F. P.
- (5) Diwan Bahadur Sir A. L. Mudaliar, M.D., F.R.C.O.G., F.A.C.S., Vice-Chancellor, University of Madras.
- (6) Sri Prakasa, Esq., B.A., LL.B. (Cantab.), Bar-at-Law, M.L.A.
- (7) Sir B. N. Rau, C.I.E., B.A. (Cantab.), I.C.S. (Rtd.).
- (8) Mrs. Renuka Ray, B.Sc. (Lond.), M.L.A.
- (9) Dr. John Sargent, C.I.E., M.A., D.Litt., Educational Adviser to the Government of India.
- (10) L. G. D'Silva, Esq., O.B.E., B.A., Director of Public Instruction, C. P. and Berar.
- (11) S. C. Tripathi, Esq., M.A., I.E.S., Director of Public Instruction, Orissa.
- (12) W. G. P. Wall, Esq., M.Sc., I.E.S., Director of Public Instruction, United Provinces.

3. Subsequently, Sir Zia-ud-Din Ahmed and Mr. Sri Prakasa ceased to be members of the Committee on the dissolution of the Central Legislative Assembly and Sir B. N. Rau ceased to be a member on his resigning the Prime Ministership of Kashmir. These three members were however co-opted to the Committee by the Hon'ble Chairman of the Board who also appointed the following additional members:—

- (1) Rajkumari Amrit Kaur.
- (2) Prof. M. N. Saha, F.R.S.
- (3) Brigadier H. F. Vinden, Employment Selection Bureau, Home Department, Government of India.
- (4) Sir B. N. Rau was appointed as the Chairman of the Committee.

4. The Committee met in Committee Room 'B', Imperial Secretariat (North), New Delhi, on the 10th and 11th December 1945.

The following members were present:—

- (1) Sir B. N. Rau (Chairman).
- (2) Lt.-Col. Sir Zia-ud-Din Ahmed.

- (3) W. H. F. Armstrong, Esq.
- (4) Khan Bahadur Shah Alam Khan.
- (5) Dr. John Sargent.
- (6) L. G. D'Silva, Esq.
- (7) S. C. Tripathi, Esq.
- (8) Brigadier H. F. Vinden.
- (9) W. G. P. Wall, Esq.

The following members were unable to be present:—

- (1) Rajkumari Amrit Kaur.
- (2) Shamsul-Ulema Dr. U. M. Daudpota.
- (3) Diwan Bahadur Sir A. L. Mudaliar.
- (4) Sri Prakasa, Esq.
- (5) Mrs. Renuka Ray.
- (6) Prof. M. N. Saha.

Dr. D. M. Sen, Secretary, Central Advisory Board of Education, was Secretary of the Committee.

5. The agenda which the Committee considered and the papers circulated to the members are set out in the Annexures.

6. In opening the proceedings the Chairman expressed the opinion and the Committee agreed that the first four items of the agenda might be considered together, as they were closely inter-related. In regard to the general question of selection, which some critics of the Board's plan appear to regard as unnecessary or undesirable, the Committee feel it necessary to emphasise the fact that so long as the supply of places in institutions of higher education is less than the demand, as it is likely to be for very many years to come, the principle of selection will have to be applied in some form or other. The Board, in making their general recommendations for educational development in the country, did not at the time go into the question as to what the precise methods of selection should be. They gave merely as an illustration, a selective process which had been found to work with success in an area of England but they appointed the present Committee to go into the whole question with special reference to Indian conditions and to recommend a method or methods of selection which the education authorities concerned might find applicable to the needs of their areas.

7. The Committee felt it necessary to decide in the beginning the stage or stages of a pupil's career at which a break would be justified on educational grounds and selection could appropriately be made for admission to a higher or a different type of training. The Committee agreed with the conclusions already reached by the Board that the first selection of pupils for admission into different types of high schools should be made, at the end of the junior basic (primary) stage, i.e., at about 11 *plus*. Recent researches suggest that in born abilities, i.e., capacity as opposed to actual attainment, can be satisfactorily measured in the case of most children at this comparatively early stage, whereas acquired knowledge and skills cannot be accurately measured until later. Admittedly, for certain purposes, such as highly specialised courses of training the detailed study of an individual is likely to be more fruitful after certain definite traits have been acquired by him, but on the other hand if the potential abilities and aptitudes of an individual can be discovered early, the advantage of so doing is that it makes it possible to decide in advance what would be the most suitable medium for their development. In other words if selection at the end of the junior basic (primary) stage is feasible, the high schools of this country can be organised to offer the sort of courses both in type and standard, which will best suit the boys and girls who are admitted to them.

8. In recommending however a first selection at the age of about 11 plus, it is not intended that those who are not selected at the end of the Junior Basic (primary) stage should be altogether debarred from admission in to High Schools. The Committee endorse the view of the Board that facilities will have to be provided for the transfer of suitable children from the Senior Basic (Middle) to the High Schools at a later stage, particularly when they show definite signs of late development. It has been suggested that it might be desirable to test pupils in Senior Basic (Middle) schools every year at 12 plus, 13 plus and 14 plus with a view to selecting for admission to a High School the late developers or those who for some reasons or other were missed at 11 plus. The Committee, however, felt that though the principle was intrinsically sound, it might not be administratively practicable, especially where the numbers involved would be comparatively small and the difficulty of absorbing them into High Schools correspondingly great. It would, in the Committee's opinion, suffice if a further selective test was held at the end of the Senior Basic stage at 14 plus with a view to ensuring the transfer of those, who have developed at a comparatively late stage, to suitable high schools where special arrangements would have to be made for their reception, including special tuition in certain subjects. In fixing the stages at which selection would be appropriate, the Committee consider it pertinent to point out that there are times in the development of every child when he is 'ripe' for a further advance and when his growth may be helpfully stimulated by setting him more difficult tasks. To a minor extent of course, these occur during each school year and a 'class' is but a stage of preparation of the period for the next move forward. But there seem to be at least two distinct stages when a child needs the stimulus of an educational environment with a new orientation of his or her interests. It is generally agreed that one of these turning points occurs when the child is about eleven: this applies to all children whether they have ability to profit by high school education of some kind or whether their needs will be satisfied by a senior basic (middle) school course. The other comes at sixteen or seventeen when for the high school pupil the question arises of still further education or entering employment.

9. The Committee then proceeded to consider the main principles which should determine the selection of pupils at the stages referred to above. The Board have stressed the point that the selective process should aim at discovering *promise* rather than actual attainment with the ultimate object of ensuring to each child as good a preparation as possible for his subsequent life as an individual worker and citizen. It follows, therefore, that the career of each individual should be determined not so much by the economic resources or by the personal sacrifices of his parents, as by his own talents and traits of character subject to the use which he makes of his opportunities. Accordingly, the Board have sought to remove educational handicaps caused by limited family resources by making basic education and its allied services completely free and by providing at the higher stages such assistance in the matter of scholarships and maintenance allowances as may be considered necessary to ensure that no boy or girl of ability is debarred through poverty from continuing his or her education. It is, however, recognised that particularly in the earlier years such assistance, however liberal it may be, cannot by itself enable a child entirely to overcome the handicaps of a defective home and social environment and that special measures of another kind may be necessary.

10. Though educational considerations as well as the economic condition of the mass of the Indian population would warrant the main emphasis being laid on the *native abilities* of the child, attainment cannot entirely be ignored in view of the requirements of high school curricula. Unless a child has acquired a certain degree of knowledge at the end of his primary school career, he will not find it possible to follow the high school course, which is necessarily designed to start at a certain level. Suitability for high school, however is a

relative term. In any efficient high school and at any particular time there is a standard of fitness which is fairly well defined but this standard is liable to variation within certain limits from time to time and from area to area. It would obviously be higher in areas where there are only a few High School places per thousand of the population than in areas where there is a larger provision.

11. Another factor which has to be taken into account as a principle of selection, though it is perhaps partly covered by the term "attainment", is the mental 'maturity' of the child, i.e., the combined result of physical growth, and of acquisition of knowledge and social experience. The standard of mental maturity is not easily measured either by school record or by an examination. \* "A superior child may be able to reach at 10½ to 11 a standard of attainment equal to that expected from an average child at 11½ to 12. But if he is not psychologically mature enough for promotion, the change to the secondary course cannot bring about that exhilarating and stimulating attack on new problems which is expected; instead the child becomes discouraged by the difficulty of the new work and may develop a feeling of incapacity which will militate against progress for some considerable time. This immaturity may not be noticeable at once because there is usually an element of familiarity about some of the early work, but sooner or later it will reveal itself in reduced efficiency and the reasons are rarely understood either by parents or teachers."

12. After considering the main factors, to which due regard must be had in any selective process, the Committee turned to examine the essentials of an adequate technique for the purpose in view. The current methods of selection i.e., the traditional written examination set at the end of a course coupled with a personal interview by local inspectors in some cases were regarded as obviously inadequate both in the light of recent investigation and in relation to Indian educational conditions. The Committee first reviewed the procedure outlined in the Board's Report as follows:—

"The following selective process, which has proved successful elsewhere, may be worth trying in this country. Heads of Junior Basic (Primary) Schools should be asked in the first place to submit the names of those pupils in the appropriate age-group who in their opinion and on the strength of their school record would benefit by a high school education. The lists so submitted should be scrutinised by the Inspector or Inspectors of the area concerned with a view to seeing whether each school has recommended a reasonable number of candidates. Consultations should take place between Inspectors and Heads with the object of revising the lists where necessary. The candidates on the lists so revised should then undergo a common examination, which should not be too strenuous and should be designed to test intelligence and promise rather than actual attainment. This common examination should be controlled by a Board of Examiners specially constituted for the purpose. Parents whose children are not included in the original list of recommended candidates should have the right of requiring that their children should be tested at the common examination. This is only an outline of the kind of selective procedure which will be needed to obtain the right quality of pupils for the High Schools. It is fully realised that there are other methods and that in any case, modifications will be required to suit local conditions."

The Committee also had before them a summary of the procedure adopted by the Essex Education Committee for the selection of children for secondary education. This is in line to a substantial degree with the selective processes followed by other educational authorities in England. The Committee found themselves in general agreement with the main principles which were common to the various selective methods mentioned above. They were of the

opinion that these principles were also valid for the system contemplated in the Board's report and may be adopted with such modifications as the special circumstances of different parts of this country may demand.

13. The general method of selection for High Schools, the adoption of which is recommended by the Committee, is set out below :—

(1) The Head Teachers of Primary Schools should in the first place submit the names of those pupils in the appropriate age group who in their opinion or on the strength of their school record are fit for high school education.

(2) The lists so submitted should be scrutinised by the Inspector or Inspectors of the area concerned, with a view to seeing whether each school has recommended a reasonable number of candidates. Consultations should take place between Inspectors and Heads with the object of revising the lists where necessary.

(3) The candidates on the lists so revised should then undergo a common examination in the mother tongue, arithmetic and general knowledge, which should not be too strenuous and should be designed to test intelligence and promise rather than actual attainment. The common examination should be controlled by a Board of Examiners specially constituted for the purpose. [This examination should take the form as early as practicable of (i) a general 'intelligence test' devised for and standardised in India, (ii) 'Standardised tests' of attainment in an Indian language, arithmetic and general knowledge to be evolved in Indian conditions]. Parents whose children are not included in the lists of candidates approved by the Inspector should have the right of requiring that their children should be tested at the common examination.

(4) Approximately twice the number of children as there are available places should be selected on the result of the common examination after allowance has been made for age variations within the prescribed age limit.

(5) Of those selected under (4) the first 40 per cent. in order of merit should be regarded as "recommended" candidates, entitled to admission unless otherwise disqualified, the next 30 per cent. as qualified or borderline candidates from among whom any balance of places may be filled after an oral interview and the remaining 30 per cent. as reserves.

(6) Arrangements should be made to re-examine children whose examination performance did not live up to their school record or who through illness or other good reason were unable to sit for the common examination.

(7) Candidates should be given as wide a choice of school as possible.

14. In designing the form of school record, care should be taken to see that its purpose is borne in mind and that the information given should be relevant and definite and capable of being recorded in a convenient manner. Careful and systematic examination of this issue may have to be undertaken by a competent organisation with a view to standardising a suitable form for the schools of tomorrow. The following items of information are essential if the school record is to be useful in the selection of pupils for high schools :—

(i) The child's attainment in subjects, which will furnish evidence of further educational promise.

(ii) His intelligence quotient.

(iii) His personal qualities, as a guide to the type of higher education for which he is best suited.

(iv) Estimates of his physical development and health in so far as they affect his school life.

The cumulative record should be objective and based on suitably graded measures. Head Teachers should be specially trained to use measures designed for this purpose, standardised over a wide area and recorded in as universally

acceptable terms as practicable. Unless the necessary care is taken the cumulative record will not be worth the time and energy expended on it and schools are liable to be over-burdened with schedules, forms and statistics.

15. Important researches have been made during the last two decades in determining whether 'intelligence' tests alone, or in combination with other measures provide a sufficiently reliable basis for forecasting the prospects of a child's progress in the most advanced studies of the secondary stage. On the whole, these researches have shown that of all the different kinds of information it is possible to obtain before a child begins a high school course, the result of a good intelligence test is often the best single measure, but its prognosis is likely to be more accurate if it is supported by other measures, such as Attainment Tests or School Records. In the West, a standardised group intelligence test is regarded as an essential part of the selection processes. A practice sheet is supplied, there with each test booklet, so that each child has practice before attempting the real test. This is done partly to make the child familiar with the situation and partly to act as a "shock absorber". Reforms in the educational system now taking place in advanced countries suggest the abolition of the written examination and the substitution of intelligence and attainment tests in its place. The Committee recognised that a considerable leeway has to be made up before intelligence tests standardised in this country can altogether replace the 'common examination' recommended in this connection.

16. It is important to have an assessment of the personal qualities of each selected child from the Head Teacher. As Head Teachers learn to do their job, it is hoped that their estimates will provide a reliable basis of summoning up the possibilities of a school child. The personal qualities, in general, are:—

- (i) Character and Disposition.
- (ii) Keeness and Industry.
- (iii) Health and Attendance.
- (iv) Parental attitude, so far as it is likely to affect progress in the High School.

The Head Teacher may classify each child as A (above average), B (average) and C (below average). A Head should not be required to draw up a list in order of merit based upon his assessments of the attainment of a child in school subjects.

17. As has already been recommended, the written test is to be so designed that each child receives a mark which measures his fitness. But the score of the child very largely depends on the kind of schooling he has previously received. Children taking the test may not have had the same kind of schooling, as conditions may not be alike in any two primary schools. Examination marks, therefore, would be of real prognostic value if due allowances are made for "school conditions". A small school with one or two teachers will have to be given "mark allowance" to compensate for the variation of school conditions. The other alternative is to use a measure of fitness from which effects of the school conditions have altogether been eliminated.

18. The problem of compensating children for differences in age must receive due consideration if the selective process is to ensure justice to all. Though children of about 11 *plus* on the average are expected to appear for the selection test, there, will be a difference of twelve months between the oldest and youngest, if only one year's age group is tested or twice as much if the age range is two years. Twelve months may mean a great advantage at this age whatever the form of the test unless there is compensation. This variation is likely to be still more considerable in India than in the West, particularly at the stage when full compulsion is in the process of being introduced. A study of the results of tests or examinations proves that the age variation has a definite effect on the attainment of the children and may account, other factors

being equal, for a difference of 15 to 18 per cent. in marks. Most educational authorities in England, therefore, grant the younger children a graduated percentage of marks and this bonus is commonly known as the "age allowance". The Committee recommend that "age allowance" must have its due place in the selective process to be adopted in India.

19. The Committee then proceeded to consider the main principles on which selection of students should be based for admission into higher professional and technical institutions. It was noted that in the usual course such institutions laid down their own standards of admission, in the majority of cases the standard being an all-round education *plus* proficiency in certain special subjects. It was hoped that educational authorities would in due course investigate the possibilities of applying modern techniques of selection at these higher stages with a view to ensuring the admission of students of the right calibre with requisite aptitudes. Opinion was general that higher educational institutions could with profit utilise aptitude and attainment tests, as and when they are standardised for Indian conditions.

20. Having considered generally the nature of the methods of selection, the Committee proceeded to examine ways and means of standardising such methods. It was recognised that at present there was no organisation which could undertake the task of devising and standardising the selective processes, such as intelligence, aptitude, attainment tests, etc. The Committee, however, were glad to note that the Government of India have recently established in the Home Department an Employment Selection Bureau, with a specialist staff and that this Bureau has been put in charge of Brigadier Vinden, formerly Director of the Selection of Military Personnel Directorate. This Directorate during the war had to select a large number of officers and men for various services and have gathered a considerable amount of most valuable experience. When members of the Board had the opportunity of seeing the Directorate at work at Dehra Dun in 1943, they felt that the experience gained should be made available in the field of educational and civil selection. Brigadier Vinden gave a brief account of his new organisation and the expert methods he has been able to employ for selection work in connection with certain categories of administrative appointments. The Committee felt that the Bureau provided the requisite foundation on which a suitable and adequate organisation could be built by the Government of India for conducting research in selective methods and standardising tests of various types. The Provincial representatives on the Committee were of opinion that the Central Government should take the lead and initiate investigations into the problems indicated above and standardise methods of testing, which could be adopted in different parts of India with such local variations as may be deemed necessary. The Committee also expressed the hope that the Central Bureau would afford sufficient scope for research, and training of such personnel as provincial authorities might require in connection with educational expansion in their areas. It was therefore urged that the Central Education Department should assist the new Bureau to develop its services bearing in mind the future needs of the country. If administrative requirements keep the present organisation fully occupied, it should be possible for the Education Department to build up within or in close co-operation with the Bureau an adequate organisation to serve the future educational authorities in the country. The Bureau, that the Committee had in mind should be able to undertake—

- (i) the formulation and standardisation of intelligence, aptitude and attainment tests,
- (ii) guidance to schools in the 'form' of their Cumulative Records,
- (iii) the training of personnel for administering tests advising about careers, etc.

21. The Committee then considered the special problem of the educationally backward communities. It was felt that in the transitional period, *i.e.*, until



such time as equal educational opportunities become available for all sections of the populations, special provision would have to be made to ensure the admission of a reasonable number of children from those communities to high schools. They recommended that while some selection process as outlined above would have to be applied, it might have to be confined to filling such places as might be reserved for any community from among candidates belonging to that community. It was, however, recognised that the standard of admission could be relaxed only up to an extent consistent with maintaining the minimum standard required of a High School.

22. In considering item 10 of the agenda it was recalled that the Board have already recommended that Employment Bureau and vocational guidance should form an integral part of the future educational service. The Committee therefore concerned themselves with the question of ways and means of making suitable provision for vocational guidance in schools and colleges. If education is to prepare an individual both for life and for a congenial employment, vocational guidance should be regarded as the completion of the process of education which begins when the child enters school. Successful adjustment to life must always imply efficient vocational guidance. The School, to start with, must enlist the full co-operation of parent and child. It should, also, be possible to collect adequate and reliable information regarding pupils' mental and physical make-up. The school record, properly maintained, will provide evidence of developing abilities and acquired skill. The results of recent Vocational Guidance experiments suggest that the abilities involved in highly skilled activities are likely to be of late development and are measured with greater consistency at fourteen or so rather than at an earlier age. There are measures which are being employed in the West and which might, under suitable conditions, furnish helpful information. Among them may be mentioned:—

((1) A test of ability to deal with a practical situation (*cf.* Healy's Picture Completion Test II, "Mazes" and other non-verbal tests).

(2) A test of ability to understand simple mechanism.

(3) A test of ability to recognise 'form relations'.

(4) A test of memory for shapes and designs.

(5) A test of colour discrimination. Specific vocational guidance will be required towards the end of the school career when the question of preparing and qualifying for occupations will arise. For most boys and girls the practical problem would be how to choose and to prepare for a suitable occupation. The advice of the School must be acceptable to the parent and the child. The choice to a larger extent would no doubt be determined by the record of the candidate his ambitions and parent's wishes.

23. The success of any scheme of vocational guidance would rest on—

(i) An adequate survey of the occupations available. Employment Bureaux would no doubt undertake the responsibility of such a survey in their own areas and of proper classification of jobs based on "special abilities."

(ii) A scientific statement of the basic abilities required for the successful performance of such jobs.

(iii) The provision in a school of suitable opportunities which will help to develop these abilities.

24. The Committee recommend the following steps in the way of providing suitable facilities in vocational guidance:—

(1) Senior Basic Schools, High Schools and Colleges should have on the staff a properly trained teacher who is competent to advise pupils in the choice of their careers. A 'career adviser' must be in close contact with employers. Though there may only be one such expert in a school, other teachers will be expected to be familiar with the problems of vocational guidance. This could

be ensured by incorporating principles of vocational guidance in the courses of Teachers' Training Colleges. Universities should in all cases establish their own Employment Bureaux.

(2) There should be Central and Provincial Bureaux where training and research work in Vocational Guidance could be undertaken. Until such organisations are set up, provision, as far as practicable, should be made in the Training Colleges.

(3) There should be provision in Schools for 'follow-up' and of 'after-care' of school leavers.

(4) Due assistance must also be given in regard to occupations in the rural areas.

(5) 'Career Masters' in co-operation with Employment Bureaux should also see that conditions of employment offered are suitable and try to effect such improvement as is practicable in consultation with employers and educational authorities.

25. The Committee expressed the hope that Educational Authorities would receive all possible assistance from the Employment Selection Bureau of the Central Government, in connection with the building up of a service of vocational guidance in schools and colleges. Valuable help may also be expected from the Labour Exchanges now in process of establishing but experience in other countries suggests that these should not be concerned with the placing of school leavers in employment.

26. The following is a summary of the general conclusions and recommendations of the Committee:—

(1) So long as the supply of places in institutions of higher education is less than the demand, as it is likely to be for many years to come, the principle of selection will have to be applied in some form or other.

(2) The first selection of pupils for admission into the different types of High Schools should be made at the end of the Junior Basic (Primary) stage, i.e., at about the age of 11 *plus*.

(3) A further selection test should be held at the end of the Senior Basic (Middle) stage at the age of 14 *plus* with a view to transferring to suitable high schools those pupils who have developed at a comparatively late stage and those who for some reason or other were missed at 11 *plus*. Such pupils will require special tuition in some subjects on transfer to the High Schools.

(4) The current methods of selection, i.e., the written examination, coupled with a personal interview by local Inspectors in some cases, are inadequate considered in the light of recent investigations and Indian educational conditions.

(5) The general method of selection for High Schools should be as set out in paragraph 13 of the report.

(6) The school record should give relevant and definite information, capable of being recorded in a convenient manner. Its standardisation and improvement may require careful and systematic examination by a competent organisation. But the form should include the following essential items of information:—

(i) Attainment in subjects, which will furnish evidence of further educational promise.

(ii) Intelligence Quotient.

(iii) Personal qualities as a guide to the type of higher education best suited to the pup.

(7) Head Teachers should be specially trained to use measures designed for this purpose.

(8) A considerable leeway has to be made up before intelligence tests standardised in this country can altogether replace the "common examination".

(9) It is important to have an assessment of the personal qualities of each selected candidate from the Head Teacher.

(10) In considering the marks which each pupil receives, due allowance has to be made for variations from school to school.

(11) A suitable "age allowance" is recommended for the younger children.

(12) The educational authorities should investigate the possibilities of applying modern technique of selection for admission into higher technical and professional institutions. Aptitude and attainment tests could be profitably utilized in this connection.

(13) The Committee consider that the Employment Selection Bureau established under the Home Department provides the suitable foundation on which an adequate organisation can be built for conducting research in selective methods and standardising tests of various types. This Central Bureau' should be set up at an early date.

(14) The Central Bureau should afford sufficient scope for research and training of personnel with a view to meeting the requirements of Provincial and other educational authorities.

(15) Until equal educational opportunities are made available to all, in the selective process, special provision will have to be made to ensure the admission of a reasonable number of children from educationally backward sections of the population. The standard of admission should however be relaxed only to the extent consistent with maintaining the minimum standard required for High Schools.

(16) Facilities for vocational guidance should be provided on the lines recommended in paragraph 24 of the report.

## ANNEXURE I

### AGENDA

1. To consider the main principles on which selection of pupils should be made for admission into high schools; whether they should include native ability, attainments or any other factors.

2. To consider how far current methods of selection are adequate for determining such factors.

3. In the light of the decisions above, to consider an adequate technique for the purpose in view.

4. To consider the stage or stages of a pupil's career, at which such selection could appropriately be made.

5. To consider ways and means of conducting research into and standardisation of the technique proposed.

6. To consider the main principles on which selection of students should be made for admission into.

(i) Higher Technical Institutions;

(ii) Colleges for professional careers; and

(iii) Any other institution imparting advanced instruction.

7. To consider suitable technique of selection in regard to the above item (No. 6).

8. To consider ways and means of the development and standardisation of technique of selection for admission to higher educational institutions.

9. To examine if any special consideration is necessary in the selection of pupils from educationally backward communities or those who have so far been deprived of education.

10. To consider ways and means of making a suitable provision of Vocational Guidance in schools and colleges.

11. To consider any other relevant matter that may be raised with the concurrence of the Chairman.

## ANNEXURE II

**A BIBLIOGRAPHY ON SELECTION OF PUPILS OF VARIOUS FORMS AND STAGES OF HIGHER EDUCATION AND ADVISING PARENTS AND PUPILS IN REGARD TO THE CHOICE OF CAREERS.**

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28. Guided choice in post-primary education, "Journal of Education", February, 1943.

## ANNEXURE III

EXTRACTS FROM THE HADOW REPORT ON PRIMARY SCHOOL (cf. ITEM 1 OF AGENDA)  
(Not printed)

## ANNEXURE IV

EXTRACT FROM THE REPORT ON POST-WAR EDUCATIONAL DEVELOPMENT IN INDIA  
BY THE CENTRAL ADVISORY BOARD OF EDUCATION (cf. ITEM 4 OF AGENDA)  
(Not printed)

## ANNEXURE V

EXTRACT FROM THE REPORT ON POST-WAR EDUCATIONAL DEVELOPMENT IN INDIA  
BY THE CENTRAL ADVISORY BOARD OF EDUCATION (cf. ITEM 4 OF AGENDA)

It has also been recommended that the transfer of children from the "basic" school to other forms of post-primary education should be provided for after the 5th class, i.e., at the conclusion of the Junior Basic (Primary) stage or about the age of eleven *plus* in order that children with special abilities and aptitudes may embark on a more prolonged course of further education than can be provided in Senior Basic (Middle) Schools, where the great majority will finish their full-time schooling.

## ANNEXURE VI

EXTRACTS FROM THE MEMORANDUM BY EDUCATION, HEALTH AND LANDS DEPARTMENT IN REGARD TO THE REPORT PREPARED BY THE CENTRAL ADVISORY BOARD OF EDUCATION ON POST-WAR EDUCATIONAL DEVELOPMENT IN INDIA (cf. ITEM 9 OF THE AGENDA)

Fears have been expressed by the Vice-Chancellor of Annamalai University and by the Director of Public Instruction, Madras, that the application of the selective principle for higher education may result in unfairness to members of backward communities. The Department recognised that pending the complete establishment of a national system of Education which caters impartially for all, special measures may be necessary to safeguard these and other interests during the transitional period. This, however, will be a matter for the educational authorities concerned and there is nothing in the Report which precludes them from taking such measures as they may think necessary in this connection. There can be little doubt as to the validity of the selective principle itself. Boys and girls are born with different abilities and aptitudes and apart from any question of social justice, the public interest requires that those with the requisite capacity, in whatever class or community they may found, should be given the chance of further education in order that they may be equipped to serve the community to the best of their ability. The Department agree with the Board that if an early start is to be made and until the requisite supply of teachers is advisable, it will be inevitable that the responsible authorities should concentrate mainly on selected areas in the first instance.

\* \* \* \* \*

There is of course no reason why areas should be of uniform size or restricted to the basis set out above. There may be excellent arguments in favour of making them much bigger in many places, and it will almost always be desirable to treat large towns and their suburbs as single administrative units. On the other hand, particularly in the earlier stages, when the rate of expansion is restricted by the number of teachers available, it will be easier with smaller units to meet the special claims of backward communities and to obviate the criticism that one geographical section of a Province or State is being favoured at the expense of the rest.

**ANNEXURE VII**

**EXTRACT FROM THE REPORT OF THE CENTRAL ADVISORY BOARD OF EDUCATION ON  
POST-WAR EDUCATIONAL DEVELOPMENT IN INDIA (cf. ITEM 10 OF AGENDA)**

**EMPLOYMENT BUREAUX**

**(Not printed)**

**ANNEXURE VIII**

**EXTRACT FROM THE NORWOOD REPORT ON CURRICULUM AND EXAMINATIONS IN  
SECONDARY SCHOOLS.**

**AGE OF ENTRY UPON SECONDARY EDUCATION**

**(Not printed)**

**ANNEXURE IX**

**SUMMARY OF THE REPORT (1944) OF THE SPECIAL SUB-COMMITTEE APPOINTED BY  
THE ESSEX EDUCATION COMMITTEE ON THE SELECTION OF CHILDREN FOR  
SECONDARY EDUCATION.**

**(Not printed)**

**ANNEXURE X**

**(Not printed)**





सत्यमेव जयते

**Report of the Committee of the Central Advisory Board of Education appointed to consider the conditions of service (other than the remuneration) of teachers.**

**PREFACE.**

At their twelfth meeting held in Mysore in January 1946 the Central Advisory Board of Education considered the Report of the Committee appointed to examine certain matters affecting the conditions of service of teachers at all stages of education, e.g., size of classes, hours of work, etc. The report was adopted by the Board with minor amendments and it was decided that it should be forwarded to the Provincial and State Governments for necessary action.

At their eleventh meeting held at Karachi in January, 1945 the C. A. B. of Education considered further certain matters affecting the conditions of service of teachers at all stages of education, e.g., size of classes, hours of work, holidays, sick leave, etc., and appointed the following Committee to examine and report on the issue :—

Lt.-Col. Dr. J. C. Chatterjee, M.A., D.Litt., M.L.A., Vice-Chancellor, Agra University.

Sir Maurice Gwyer, K.C.B., K.C.S.I., D.C.L., LL.D., Vice-Chancellor, Delhi University.

Dr. V. S. Jha, Ph.D., Officer on Special Duty (Post War Reconstruction), Central Provinces & Berar.

A. S. Khan, Esquire, M.Sc., I.E.S., Director of Public Instruction, Bihar.

Dr. Mohan Sinha Mehta, M.A., Ph.D., LL.B., Bar-at-Law, Diwan of Banswara.

S. N. Moos, Esquire, C.I.E., M.A., (Cantab.), I.E.S., Director of Public Instruction, Bombay Province.

Mrs. Renuka Ray, B.Sc., Econ. (Lond.), M.L.A.

Dr. John Sargent, C.I.E., M.A., D.Litt., Educational Adviser to the Government of India.

Dr. (Mrs.) Malini B. Sukthankar, M.B.B.S., J.P.

K. Zachariah, Esquire, M.A., I.E.S., Director of Public Instruction, Bengal.

2. The Chairman of the Board subsequently appointed the following additional members :—

Dr. Zakir Husain, M.A., Ph.D., Principal, Jamia Millia Islamia, Delhi.

R. P. Patwardhan, Esquire, B.A. (Oxon.), I.E.S., Director of Public Instruction, Bombay. (Vice Mr. S. N. Moos, retired).

Miss K. Ranga Rao.

Mrs. Hannah Sen, Principal, Lady Irwin College, New Delhi.

3. The Chairman also appointed Sir Maurice Gwyer as Chairman of the Committee.

4. The Committee met in the Secretariat, New Delhi, on the 12th and 13th December, 1945. The following members were present :—

1. Sir Maurice Gwyer. (Chairman).

2. Lt.-Col. Dr. J. C. Chatterjee.

3. Dr. Zakir Husain.



4. Dr. V. S. Jha.
5. A. S. Khan, Esquire.
6. Dr. Mohan Sinha Mehta.
7. R. P. Patwardhan, Esquire.
8. Miss K. Ranga Rao.
9. Dr. John Sargent.
10. Mrs. Hannah Sen.
11. Dr. (Mrs.) Malini B. Sukthankar.
12. K. Zachariah, Esquire.

Mrs. Renuka Ray was unable to be present. Dr. D. M. Sen, Secretary, C.A.B. of Education, was Secretary of the Committee.

5. The agenda which the Committee considered and the papers circulated to the members are set out in the Annexures to this report.

6. The conditions of service of teachers in Universities and other institutions of similar status having been previously dealt with by another committee appointed by the Board, the present Committee have omitted this subject from their consideration. The agenda also excludes such matters, e.g., the remuneration of teachers, as have already been covered by the Report of the Committee appointed to consider the question of the Training, Recruitment and Conditions of Service of Teachers.

7. The Committee wish to stress the fact that many important problems which have a direct bearing on the efficiency or otherwise of the teaching profession have received inadequate attention hitherto and that their urgent and satisfactory solution will largely determine whether the profession is to attain the dignity which should belong to it, attract the right type of men and women and get the best out of them. It is a sad commentary on the existing state of affairs that in regard to basic issues such as methods of selection, terms of appointment, security of tenure, provision of leave, etc., there is no uniformity of practice in the country. It was the realisation of this urgent need, that brought this Committee into existence.

8. A study of the information set out in Annexure IV will reveal that different provinces follow different principles in regard to the selection and appointment of teachers. The conditions generally and particularly those which obtain in schools managed by District Boards, Municipalities and in private institutions leave much to be desired. In many cases the managers of recognised schools or the office-bearers of local Boards, do not possess the experience in educational matters which would enable them to select people of the right type and apart from this, their judgment is prone to be influenced by extraneous considerations. Hence, the quality of the teacher in the schools they control is often very poor. When, in addition, the selection, and appointment of teachers are in one man's hands, as is often the case, there is always a risk of corruption and favouritism, and the right type of qualified teacher often fails to get a fair deal.

The Committee feel strongly that the final say in selection should rest in the hands of educationists and that proper machinery should be devised so that the rights of the teaching profession as well as the claims of the schools are safeguarded. At the same time, it has to be recognised that an adequate number of qualified teachers is not available to day because the facilities for training are lacking and the financial aspect of

the profession is not sufficiently attractive. Due allowance may have to be made for these difficulties ; but educational expansion cannot be allowed to stand still on this account and the very fact of the existing shortage increases the need for a careful and impartial selection. The Committee realise that no uniform machinery of selection can be prescribed which will suit the circumstances of all areas but they suggest that in the case of state schools it should be possible to put all appointments, subject of course to confirmation by the Education Department, in the hands of a selection committee consisting of an officer of the Education Department, a local educationist of standing if one is available, and a representative of the local Board or Municipality responsible for the control of the school. From the point of view of administrative convenience it may be desirable that such a selection committee should deal with all appointments to schools within a given area. In the case of school aided or recognised by the Education Department it should be made a condition of aid or recognition that an officer of the Department should be associated with the managing body when appointments are made.

The Committee are of opinion that teachers may be classified under the following main grades :—

- i. Graduates trained.
- ii. Graduates untrained.
- iii. Matriculates with two years' training.
- iv. Middle-School Certificate-holders with two years' training.
- v. Matriculates untrained.
- vi. Non-matriculates untrained.

Moreover, to ensure a reasonable amount of control by the Department over all appointments and to encourage a sense of solidarity to the teaching profession, the Committee feel that every province should constitute a register of teachers covering all the grades specified above. All teachers employed in schools maintained aided or recognised by Provincial Education Departments should be on the Provincial register and where an institution desire to employ a teacher who is not already on the Provincial register they should apply at once to the Education Department for his or her inclusion in it. The teacher should be removable from the register for misconduct, inefficiency or other good reason and thereafter should not be eligible for employment in any recognised school in the Province unless and until reinstated.

9. The Committee observed that even in such important matters as security of tenure and the period of probation, there are substantial differences of practice between one Province and another. Probationary periods vary from three to twelve months in Government Schools, while recognised schools make their own rules. The Committee see no reason, provided that a teacher has been selected by a proper agency, why there should be any undue delay in confirming him though they accept the need for a minimum period of probation which should be uniform for all schools, before a teacher is placed on the Provincial register. The Committee therefore consider that a young teacher should be put on probation normally for one year but under no circumstances for more

than two and that a teacher of ten years' experience should not be required to go on probation on a new appointment. Probation in the case of Head Teachers is also to be deprecated as it is calculated to weaken their authority at a critical stage.

It was agreed that all teachers, whether in Government or private institutions, should be appointed on a written contract which should provide for three months' notice by either party in the case of termination of appointments for reasons other than misconduct as well as for a right of appeal.

10. Leave rules for teachers need to be standardised as well as liberalised. It is essential to the peace of mind of a teacher that he should know the amount of leave, with or without pay, on which he can count both in the normal course and in the event of illness. Except when an engagement has been terminated summarily for misconduct a teacher who has completed a term's work should be regarded as entitled to the ensuing holiday with full pay. Sick leave should accumulate at the rate of 15 days for every six months' service up to a maximum of twelve months on full pay but to meet cases of hardship arising from sickness in the early years of service teachers should be allowed to draw sick pay in advance up to a maximum of six months, the amount so drawn to be debited against subsequent accumulation.

In the case of women teachers it was agreed that they should be allowed the same amount of leave as men teachers with the addition of a period of three months at a time in the way of maternity benefit up to a maximum of one year in all.

In view of the recommendation set out above the Committee do not regard any provision for so-called privilege or casual leave as necessary, especially as no other profession has the equivalent of the school vacations which every teacher enjoys as a matter of course. The Committee, however, consider that a teacher should be allowed emergency leave upto a limit of seven days in a year for special reasons. This leave should not be claimed as a matter of right.

11. The size of the class which he may be called upon to teach will obviously affect the extent and incidence of a teacher's work. Unfortunately what may be regarded as the ideal size from the point of view of efficient instruction and personal contact between teacher and taught will not be attainable until the available supply of teachers in all grades of school is much greater than it is at present or is likely to be for years to come. The Committee must therefore be content to express the view that no class in any school should have more than 40 children on the register, and that the number of pupils in a High School and a Primary School should not exceed 600 and 300 respectively.

12. In fixing the working hours for teachers the peculiar nature of the teacher's task must be kept in view. Teaching is an exacting business which makes great demands on the patience and imagination as well as the physical stamina. No good teacher's working day can be limited to the hours actually spent in the class room. The Committee recommend that a teacher should be required to be on the premises of the school for 32 hours per week. Out of this not more than 24 hours should be devoted to teaching and tutorial work, the remainder being given to

extra-mural activities, supervision of games, excursions or such other work as may be allocated by the Head of the school.

13. With regard to the question of working days and holidays it is evident that in a vast country like India, this matter will have to be largely determined by local custom and conditions. Uniformity is possible in fixing the minimum of working days ; but each Province will arrange the time both of school session and of holidays according to its convenience and requirements.

In fixing the proportion between the working days and the holidays, the Committee agreed that schools should remain open for 200 working days every year. Each working day should be divided into two sessions, each session consisting of not less than 2 and not more than 2½ hours. A working day will consist of not more than two sessions.

14. The Committee were divided in opinion on the question of permitting school teachers to undertake private tuition. Complaints are frequent that teachers devote so much time to outside tuition that they tire themselves out and so fail to give their best to the school. On the other hand, teachers hold that they have to supplement their present inadequate salaries if they are to make both ends meet. Moreover there is often a strong demand on the part of parents for extra tuition for their children. The Committee were of the opinion that while no arbitrary ban can be imposed some sort of check is necessary to ensure that the teacher was not undertaking this kind of work to the detriment of his main task. Therefore, the Committee suggested that before undertaking private tuition teachers should obtain permission from their Heads who should maintain a register of private tuitions for the scrutiny of the Inspector of Schools. Moreover a teacher should not be permitted to undertake private tuition of a pupil whom he is teaching in his own class.

15. There is very little provision in existing school codes either to encourage or allow the teachers to undertake further study and training. The Committee strongly felt that all teachers and particularly teachers in isolated rural schools should be given every opportunity and encouragement to undertake higher study and avail themselves of study leave for this purpose. They accordingly favour a wide extension of refresher courses and facilities for study leave though in the latter case they feel it necessary to differentiate between study leave which is mainly in the interest of the school and that which is mainly in the interest of the teacher. They also recommend the adoption as soon as circumstances permit of the principle of " grace terms " whereby a teacher after not less than seven years' approved service becomes entitled to a term's leave on full pay.

16. It is reasonable to require that teachers in their own interest and that of their pupils should be healthy in body and mind. More and more stress is now being laid on the need of introducing a high standard of hygiene in schools but if teachers are found to be medically unfit or careless in matter of personal hygiene much harm can be done to the health of the children. In the opinion of the Committee, every teacher should undergo a medical examination before his appointment and if at subsequent stage the Inspector of Schools or the Head is dissatisfied

with his physical condition, he may be required to undergo another medical examination. To ensure fairness in all such cases, the Committee advocate the appointment of a Medical Board to hear appeals. In all such cases the teacher should not be asked to pay the medical fee.

The Committee were of opinion that in view of the conditions generally obtaining in this country 55 should be retained as the age at which a teacher could either claim to retire or be required by his employer to do so. In view of the shortage of teachers, however, there would be an obvious argument in favour of granting extensions up to the age of 60 to all teachers still capable of rendering efficient service. Only in very exceptional circumstances should teachers be retained in service after the age of 60.

17. *Main conclusions.*—The following is a summary of the Committee's main conclusions.

I. Selection Committees should be established for the appointments of teachers in all types of school on the lines set out in the Report. All teachers of whatever grade where confirmed on their appointments should be placed on a Provincial cadre.

II. The period of probation should be one year in normal cases, and should not exceed two years under any circumstances.

III. Teachers should be appointed on a written contract basis.

IV. Teachers should become entitled to 15 days' sick leave on full pay for every 6 months' service and should be allowed to accumulate it up to a maximum of 12 months. Women teachers may avail themselves of three months leave in the way of maternity benefit upto a maximum of one year in addition to the usual sick leave. There is no necessity for privilege or Casual leave in addition to the above, but emergency leave upto seven days in a year may be granted under exceptional circumstances.

V. The size of a class should not exceed 40 students.

VI. Every teacher should be required to be on the premises of the school for 32 hours per week, out of which not more than 24 should be occupied by teaching, the remaining being devoted to extra-mural or other school activities not entailing actual teaching.

VII. Schools should be open for not less than 200 days or 400 sessions a year each session consisting of 2½ hours approximately. A working day will consist of only two sessions.

VIII. Teachers should obtain permission from the Head Teacher to undertake private tuition—and a register will be kept in this connection.

IX. Teachers should be given facilities for refresher courses or study leave on full pay a distinction being drawn between study leave which is in the interests of the school and that which is in the interests primarily of the teacher. A 'grace-term' on full pay after seven years' service should be given as of right.

X. Teachers should undergo compulsory medical examination before appointment and subsequently when required.

XI. The normal age of retirement should be fixed at 55, to be extended upto 60 when thought desirable in the interests of the School.

## ANNEXURE I.

## AGENDA.

1. To consider the suitable methods of selection and appointment of teachers in Basic (Primary and Middle) Schools and High Schools under each of the following categories :—

- (a) Schools owned and managed by Government ;
- (b) Schools recognised by Government.

2. To consider the question of probationary period and security of tenure of teachers in all recognised schools.

3. To consider the desirability of making a reasonable provision of leave for teachers generally, and on grounds of health in particular ; (a) for men (b) for women.

4. To consider, with due regard to efficiency, suitable limits to the sizes of classes in—

- (a) Basic (Primary) School ; Boys and Girls.
- (b) Basic (Middle) School ; Boys and Girls.
- (c) High School (Academic) ; Boys and Girls.
- (d) High School (Technical).

5. To consider the total number of working hours per week, to be assigned to a teacher at different stages of education mentioned in item 4 ;

- (a) in teaching ;
- (b) in tutorial, and
- (c) in extra-curricular work.

6. To consider the desirability of planning of school sessions on a regional basis with due regard to climatic and seasonal conditions.

7. To consider if the current system of holidays, particularly their number and distribution is conducive to the maximum educational efficiency.

8. To consider whether in the interest of efficient instruction, teachers should be permitted to undertake private tuition or other outside work.

9. To consider the desirability of granting study leave to teachers at reasonable intervals.

10. To consider such matters as medical examination, age of retirement, extensions of service, etc.

11. To examine if women, in teaching service, merit separate consideration under any items mentioned above.

12. To consider any other matters relevant to the terms of reference.

## ANNEXURE II.

*A bibliography of recent articles in educational journals on Conditions of Service of Teachers.*

1. Status of Teachers. 'Times Educational Supplement'—6th Feb. 43.

2. Teachers' Probationary Year : Memo. on conditions. 'Times Educational Supplement'—13th Nov., 43.

3. Status of the teacher : Headmasters discuss emergency training. '*Times Educational Supplement*'—8th Jan., 44.

4. Extraneous duties of teachers : Questions in Parliament. '*Times Educational Supplement*'—25th Mar., 44.

5. Women Teachers : demand for equal pay. '*Times Educational Supplement*'—15th April, 44.

6. Teachers in U.S.S.R. : Salaries and Conditions of work. '*Times Educational Supplement*'—27th May, 44.

7. Teachers in U.S.A. : Training and Salaries. '*Times Educational Supplement*'—1st July, 44.

8. Duties of Teachers. '*Times Educational Supplement*'—7th Oct., 44.

9. Teachers' Salaries. '*Times Educational Supplement*'—18th Nov., 44.

10. Teachers' safeguards. '*Education*'—7th Jan., 44.

11. Education Bill amendments : Safeguarding the teachers. '*Education*'—4th Feb., 44.

12. Bill in Committee : Size of Classes. '*Education*'—25th Feb., 44.

13. National union of Teachers :—

(a) Remuneration and conditions of service. '*Education*'—28th April, 44.

(b) Retired teachers-suggested procedure. '*Education*'—28th April, 44.

(c) Parity of conditions. '*Education*'—28th April, 44.

(d) Size of classes. '*Education*'—28th April, 44.

14. Extraneous duties N. U. T. policy. '*Schoolmaster*'—19th Aug., 43.

15. Status of the teacher—P. E. Hansard. '*Schoolmaster*'—3rd Aug., 44.

16. Teachers for to-day and tomorrow. '*Schoolmaster*'—6th July, 44.

17. Pension grievances and the new bill. "*Teachers World*"—7th Feb., 45.

18. Probationary year. (Notes and comments). "*Journal of Education*"—Jan., 44.

19. Professional status by T. P. R. Laying. "*Journal of Education*"—Feb., 44.

20. Importance of providing cumulative sick leave for teachers—C. A. Weber "*Education Digest*"—March, 43.

### ANNEXURE III.

Report of the Committee of the Central Advisory Board of Education appointed to consider the question of the Training, Recruitment and conditions of Service of teachers, together with the decisions of the Board thereon. (1943).

(Not printed).

## ANNEXURE IV.

A STATEMENT SHOWING THE METHODS OF SELECTION AND APPOINTMENT OF  
TEACHERS ADOPTED IN THE PROVINCES, ETC.PROVINCE. *Type of School.*

Assam—

- (a) Government .. (a) *High Schools*.—Posts are filled by the Government on the recommendation of the Director of Public Instruction.

*Middle & Primary Schools*.—Posts are generally filled by the Divisional Inspectors of Schools with the approval of the Director of Public Instruction.

- (b) Recognised .. (b) In case of Board Schools posts are filled by the authorities of the Board concerned. In case of other Aided Schools these are filled by the Managing Committees of the Schools with the approval of the Department.

Bengal—

- (a) Government .. (a) *High Schools*.—Headmasters and Headmistresses are appointed either by promotion from lower Services or by direct recruitment from outside. Asstt. Masters and Asstt. Mistresses are appointed by direct recruitment.

*Middle and Primary Schools*.—Headmasters and Headmistresses of Middle Schools are appointed either by promotion or by direct recruitment. Other appointments are made by direct recruitment.

- (b) Recognised .. (b) *High & Middle Schools*.—The Managing Committees of an H. E. (Private recognised) School has the power of appointing teachers and there are no definite rules in the case of Private Middle Schools.

*Primary Schools*.—In case of Schools managed by District Board, Municipality and Calcutta Corporation, the teachers are recruited by the Board, Chairman of Municipality and Corporation Services Committee respectively. In case of schools aided by the Local Boards, the teachers are appointed by Managing Committees of the Schools.

Bihar—

- (a) Government .. (a) *High Schools*.—Headmasters are appointed by promotion from among Asstt. Headmasters. Asstt. Masters and Asstt. Mistresses are appointed by advertisement in the gazette and newspapers.

*Middle Schools*.—Appointments are generally made by the Inspector of Schools through advertisement.

*Primary Schools*.—Appointments are made through advertisement by District Inspectors of Schools in case of boys' schools and by D. P. I. in case of girls' schools.



- (b) Recognised .. (b) Teachers are appointed by the Managing Committees of the schools in accordance with the minimum qualifications prescribed by the Deptt. The products of Patna, Benares and Aligarh Universities are given preference over those of other Universities, other things being equal.

*Bombay—*

- (a) Government .. (a) Appointments of Asstt. Masters and Asstt. Mistresses are made by nomination from among candidates who must be graduates.
- (b) Recognised .. (b) The discretion lies entirely with the Management of Schools so far as appointment of teachers are concerned. Teachers are generally selected by advertisement in local papers.

*C. P. & Berar—*

- (a) Government .. (a) Headmasters|Mistresses of High and Middle Schools are appointed by promotion from Asstt. Masters|Mistresses. Other teachers in all types of schools are appointed from the list of candidates maintained for the purpose.
- (b) Recognised .. (b) Appointments are made by the Managing Committee of the School concerned.

*Madras—*

- (a) Government . (a) *High Schools.*—School Assistants are recruited by P. S. C. or by promotion of Secondary grade teachers. Secondary grade teachers and other teachers are recruited by District Educational Officers and Principals in case of men teachers and by Inspectresses of Girls' Schools in case of Women teachers.
- Elementary Schools.*—Teachers are recruited by the Asstt. Agents in the Vizagapatam and East Godavari Agencies.
- (b) Recognised .. (b) *High & Middle Schools.*—Headmasters and Head-Mistresses are appointed by promotion of suitable teachers or by direct recruitment (without reference to communal rotation rules). Secondary grade teachers are generally appointed by direct recruitment (on the basis of communal representations) and other teachers and instructors|instructresses are directly recruited (without reference to communal representation rules).

*Elementary Schools.*—Secondary grade teachers in schools of local Bodies are appointed by direct recruitment or by promotion, and other teachers are directly recruited.

*N.W. P.—*

- (a) Government! .. (a) *High Schools.*—Headmasters are appointed by promotion on selection from among senior S. A. V. grade teachers; the 2nd masters and 3rd masters are appointed by selection, promotion or direct recruitment and the Asstt. Masters are appointed by direct recruitment.

- (b) Recognised .. (b) Appointments are generally made either by promotion to higher grades or by direct recruitment.

*Orissa—*

- (a) Government .. All vacancies in subordinate Educational Service are ordinarily advertised and filled by selection from among candidates who reply to the advertisement or are nominated by the Principals of the training colleges. In case of urgency Inspectors may select candidates from the list of registered candidates maintained by them.

*Sind—*

- (a) Government .. (a) *High Schools.*—Headmasters are appointed by promotion of suitable teachers or by direct recruitment. Other teachers are appointed by nomination from among candidates who must be graduates.
- (b) Recognised .. (b) *High Schools.*—(Non-Government)—Teachers are directly appointed by advertising the posts.
- Primary Schools.*—(Local Authority)—Teachers are directly recruited from among those successful candidates in Primary School Leaving Certificate Examination.

*U. P.—*

- (a) Government .. (a) *High Schools.*—Trained Graduate teachers are appointed by advertisement through P.S.C. or by promotion from trained undergraduate teachers who have taken their degree. Lower grade teachers in Schools for Girls are appointed by promotion or direct recruitment. All other teachers are appointed by advertisement through P.S.C.
- Middle Schools.*—In boys' Schools Head Teachers are appointed by promotion of Asstt. Masters in consultation with P.S.C. and Asstt. Teachers are appointed by the D.P.I. for 5 years from among teachers working as Instructors in Basic Refresher Course. Appointments of Women teachers carrying an initial salary below Rs. 50 p.m. are made by the Chief Inspectors of Girls' Schools and for others by advertisement through P.S.C.
- (b) Recognised (b) In Local Fund Schools appointments are made by promotion or direct recruitment by the Chairman, Education Committee. No method is prescribed for private recognised schools.

*Ajmer-Merwara—*

- (a) Government (a) Teachers in Vernacular Schools are nominated from amongst V.T.Cs. from Normal Schools. Other posts are filled by Selection through advertisement, preference being given to local qualified men.
- (b) Recognised (b) Selection is generally made after advertisement.

*Baluchistan—*

- (a) Government .. (a) Principals of Higher Grade Secondary Schools for boys are appointed through F. P. S. C. and teachers in other types of schools are appointed by application to the Superintendent of Education.
- (b) Recognised .. (b) Teachers are appointed by application to the School concerned.

*Bangalore—*

- (a) Government .. } Normally by advertisement in the local papers.
- (b) Recognised .. }

*Delhi—*

- (a) Government .. (a) *Middle Schools*.—Department recruit teachers after proper advertisement.
- (b) Recognised .. (b) *High and Middle Schools*.—Local Bodies/Managing Committees of Schools concerned recruit teachers by advertisement.

*Primary Schools*.—Some local bodies recruit teachers after proper advertisement.

Extract from the Primary and secondary schools (Grant Conditions) Regulations, 1945, made by the Minister of Education, England.

*Primary and Secondary Schools*.—Teachers are employed in the following categories :—

- (1) *Temporary Teachers*.—Minister approves the appointment of such a teacher for a period not exceeding 5 years unless, having regard to the available supply of teachers and candidates, he thinks fit to extend the period from year to year.
- (2) *Occasional Teachers*.—A person who is not qualified for employment as a regular assistant teacher may be employed as an occasional teacher in substitution for a regular assistant teacher. In special circumstances a person not qualified for employment as a regular assistant teacher but is otherwise suitable may be employed for part-time instruction in approved subjects.
- (3) *Teachers (Regular Assistant or Qualified)*.—Trained teachers are employed as qualified teachers and the first year of their service is regarded as probationary period, during which time they must satisfy the Minister of their practical proficiency as teachers.

## ANNEXURE V.

A STATEMENT SHOWING THE CONDITIONS OF SERVICE, PROBATIONARY PERIOD AND SECURITY OF TENURE OF TEACHERS IN SCHOOLS IN INDIA.

(cf. ITEM 2 OF AGENDA).

PROVINCE. Probationary Period.	Security of Tenure.
(1)	(2)
<i>Assam</i> .. ..	In all Government and recognised schools 3 months' notice of discharge from service is given to permanent incumbent when the post is abolished. In other cases one month's notice is served. Teachers affected are allowed to appeal to an authority next above the one who inflicts punishment.

	(1)	(2)
Bengal	..	<i>Government Schools.</i> —(High & Middle).—For dismissal 3 months' notice is necessary in case of permanent teachers. Provision for appeals has been made in the Civil Services Rules.
	6 months	.. <i>Private recognised High Schools.</i> —The services of a permanent teacher (i.e., one who has rendered service at least for 2 years) may be terminated by one month's notice, on either side, on sufficient and satisfactory ground. The teacher may appeal to the Arbitration Board.
		<i>Local Fund Schools (Primary).</i> —No teacher can be discharged from the Board without a previous report on his or her work from the Inspecting Agency in case of Aided schools. In case of schools managed by Local Boards the matter is left to the discretion of the Board. In case of Aided schools an appeal may be made to the D.P.I. within 60 days of the order of discharge. In case of schools managed by Local Boards appeal lies with the District Inspector of schools.
Bihar—	3–12 months	.. <i>Government Schools.</i> —One month's notice in case of temporary teachers and reasonable notice of at least 3 months in case of those in permanent employ are necessary for discharge from service. In case of Headmaster and Lady Principals of High Schools appeals are decided by the Government in consultation with the P.S.C. In case of Subordinate Service Teachers appeals lie with the authority immediately superior to the authority inflicting the punishment.
		<i>Recognised High Schools.</i> —One month's notice or a month's salary in lieu thereof is necessary for discharging teachers from services. An appeal against the dismissal is permissible.
Bombay	..	<i>Government Schools.</i> —When a post is abolished 3 months' notice for discharge from service is necessary. Provision for appeals has been provided in the B.C.S. Discipline and Appeal Rules.
		<i>Recognised Schools.</i> —For discharge from Service permanent teachers are generally given notice for a school term and in case of reduction of establishment they are given 3 months' notice. Services can be dispensed with without notice after due inquiry in case of insubordination or misconduct. Temporary teachers are served one month's notice for their discharge from service. No specific provision exists in the matter of appeal. In case of dispute between teachers and the management question is sometimes referred to the Department.
C. P. & Berar ..	..	<i>Government Schools.</i> —Three months' notice is required for discharge from service. An appeal may be made to the authority immediately superior to the officer passing the order of punishment and, if rejected, an appeal may be made to the local Government.

(1)

(2)

*Recognised Schools.*—One month's notice is required for discharge from service. There are no rules prescribed by Government for the purpose of appeal. The management of the school can dispose of the appeal.

*Madras—*

1 year

*Government Schools.*—If the posts are abolished, 3 months' notice for discharge from service in necessary in case of permanent teachers and one month's notice in case of acting men. No notice is necessary in case of teachers discharged for want of vacancy. Provision for appeals has been made in the classification and control and appeal rules.

*Recognised Schools.*—For discharge from service 3 months' notice in case of permanent teachers and reasonable notice in case of others are necessary. In case of Headmasters|Headmistresses of Secondary Schools (Local Bodies) appeals lie with the Government and in case of other teachers appeals lie with the D. P. I.

N. W. F. P. .. ..

*Government Schools.*—Rules for discharge from service and appeals have been provided in the N.W.F.P. Subordinate Service Punishment and Appeal Rules.

*Aided Schools.*—Each management has its own rules regarding the discharge from services of teachers. Usually one month's notice is served in such cases. Appeals are made to the D.P.I. against the action of the management.

*Local Fund Schools.*—The rules for discharge from service of teachers in the D. B. schools are the same as in Government schools. Appeal lies with the D.P.I. in case of E.T.S. teachers and with the Provincial Government in case of S.A.V., J.A.V., S.V., and other teachers. Municipal Board schools are guided in all such matters by their respective Municipal Acts.

*Orissa—*

3—12 months ..

*Government Schools.*—The teachers are entitled to appeal to the authority immediately superior to an authority passing order for removal, dismissal, suspension, etc.

*Recognised Schools.*—The services of a teacher may be terminated on either side, by one month's notice or on payment of a month's salary in lieu thereof. The service of the teacher may be dispensed with for gross misconduct after giving him an opportunity of making a defence. In the former case appeal lies with the management of the school and in the latter case it rests with the school Inspector.

	(1)	(2)
<i>Punjab—</i>		
1 year	..	<p><i>Government Schools.</i>—No notice of discharge from service is given in case of temporary or officiating hands. Permanent teachers are governed by C. S. Rules (Punjab) and there is provision for appeal in cases of dismissal, etc.</p> <p><i>Recognised Schools.</i>—No definite departmental rules exist in this matter.</p>
<i>Sind</i>	..	<p><i>Government High Schools.</i>—3 months' notice is required for discharging any teacher from service. The teacher concerned can appeal to the authority higher than the appointing authority, i.e. Government.</p> <p><i>Non-Government High and Middle Schools.</i>—Usually one month's notice is given for discharge from service. The staff apply to Managing Board for appeals.</p> <p><i>Local Authority Schools—Primary Schools.</i>—3 months' notice for discharge from service is necessary. In case of dismissal appeal can be made to the local authority.</p>
<i>U. P.—</i>		
1 year	..	<p><i>Government Schools.</i>—The teachers are guided by C. S. R. for their security of tenures.</p> <p><i>Recognised Schools.</i>—Except in case of removal for misconduct or in absence of an agreement to the contrary, a permanent teacher's service may be terminated on one month's notice on either side when he is on probation and on two months' notice on either side if he has been confirmed.</p>
<i>Ajmer-Merwara</i>	..	<p><i>Government Schools.</i>—Discharge from service in case of abolition of post requires 3 months' notice or three months pay in lieu thereof. There is provision for appeal to the next higher authority in case of any punishment being inflicted.</p> <p><i>Recognised Schools.</i>—One month's notice in case of Municipal Schools is required for dismissal. In private recognised schools one month's notice for probationers and 2 months' notice for permanent teachers are required for discharge from service. In case of Municipal Schools appeal lies with the next higher authority and in case of private recognised schools appeal lies with the Head of the Department.</p>
<i>Baluchistan</i>	..	<p><i>Government Schools.</i>—Three months' notice is generally required for discharge from service in case of permanent teachers and no notice is required in case of teachers on probation or found medically unfit, for discharge from duties. Provision for appeal exists under Civil Service Classification Control and Appeal Rules to the A.G.G. in Baluchistan.</p>
1 year	..	<p><i>Recognised Schools.</i>—3 months' notice is ordinarily required for discharge from service. There is provision for appeal to the Superintendent of Education in Baluchistan.</p>

	(1)	(2)
--	-----	-----

*Bangalore—*

6 months .. Three months' notice on either side (or as provided in the agreement between management and staff) is necessary in all types of institutions for discharging a teacher from service.

*Delhi* .. .. *Government Schools—(Middle).—*3 months' notice is required for discharging a teacher from service. Appeal lies with the Local Government.

*Recognised Schools.—*In case of schools of Local Bodies 3 months' notice for discharge from service is necessary in case of permanent employees. Appeals lie with the Local Body. In case of private recognised schools 3 months' notice is required from either side in case of permanent employees and appeals lie with the Department.

## Probationary Period.

## Security of Tenure.

Extract from Primary and Secondary schools (Grant Conditions) Regulations made by Minister of Education, England.

This is one year in case of a qualified teacher. The Minister can waive this requirement, or reduce the period, or extend it in special cases.

A teacher, other than an occasional teacher, is employed under a written agreement defining the conditions of service. A teacher shall not be dismissed without an opportunity of appearing in person before the governors. If service of a teacher is terminated on account of criminal offence or grave misconduct or grave professional default, etc., the facts must be reported to the Minister of Education. The Minister will inform the teacher of the charges against him and give him an opportunity for explanation.

## ANNEXURE VI.

## A STATEMENT OF THE PRESENT PROVISION FOR LEAVE FOR TEACHERS AND THE DIRECTORS OF PUBLIC INSTRUCTION.

Province.	Present position.		Suggestions.	
	Government Schools.	Recognised Schools.	Government Schools.	Recognised Schools.
1	2	3	4	5
Bengal ..	<p>1. Casual Leave—10 days ..</p> <p>2. Medical Leave—12 months during the entire period of service, on full pay 8 months and half pay for remaining period, if leave is due.</p> <p>3. Maternity leave</p>	<p><i>Local Bodies Schools—</i></p> <p>1. Casual leave—15 days ..</p> <p>2. Maternity leave—3 months (full pay).</p> <p>3. Other leave on half pay—15 days.</p> <p><i>Private Secondary Schools—</i></p> <p>1. Casual leave—15 days ..</p> <p>2. Medical leave on such allowances and for such period as the managing Committee may decide.</p>		<p>There should be a uniform set of medical leave rules for all institutions as follows:—</p> <p>1. Medical or maternity leave—during whole period of service—12 months with pay.</p> <p>2. Maternity leave—3 months at a time (full pay).</p> <p>3. Medical leave in a year—1 month (full pay).</p> <p>4. Medical leave during whole period of service—6 months full pay—Next 6 months half pay.</p> <p>5. Medical leave for period in excess of 1 year—Excess period without pay.</p> <p><i>High Schools—</i></p> <p>The prescribed rules are quite liberal and do not require any improvement.</p>
Bihar ..	As for other Government Servants.	<p><i>High Schools—</i></p> <p>1. Medical leave on full pay—1/30th of active service.</p>		




# ANNEXURE VI—*contd.*

1	2	3	4	5
Madras ..	As for other Government Ser- vants.	<p>2. Medical leave on full pay at a time—6 months.</p> <p>3. Medical leave in continuation of 2—Upto 6 months (half pay).</p> <p>4. Medical leave in continuation of 3—Upto 1 year more (without pay).</p> <p><i>Middle &amp; Primary Schools—</i> District Board Schools have their own leave rules.</p>		<p><i>Middle &amp; Primary Schools—</i> As rules applicable to District Board School teachers are applicable to all employees of the Board. It does not seem necessary to interfere with it.</p>
		<p><i>Aided Elementary Schools—</i></p> <p>1. Leave due after one year of service—15 days (with pay).</p> <p>2. Maximum period of leave in (1) which can be accumulated—45 days.</p>	....	<p><i>Aided Elementary Schools—</i></p> <p>1. Leave with full pay in a year—15 days.</p> <p>2. Further leave on half pay—15 days.</p>
		<p><i>Secondary Schools—Aided—</i></p> <p>1. Leave admissible after every 5 years of service in case of persons domiciled out of India—6 months.</p> <p>2. Maximum period of leave in (1) which can be accumulated in the service—2 years.</p>		<p><i>Secondary Schools—Aided—</i></p> <p>1. Leave with full pay—3 weeks.</p> <p>2. Further leave [including leave in (1)]—4 months (half pay).</p> <p>3. Period of leave in (2) admissible in the course of whole service—1 year.</p>

N.W.F.P. ..	Ditto.	Local Fund Schools— Same as Government Rules Private Schools— They have their own rules.	.....	No improvement is suggested as the present provision is considered satisfactory, excepting for new entrants who should be brought under the old leave rules.
Orissa ..	Ditto.	1. Medical leave on full pay— 1/30th of active service. 2. Medical leave on full pay at a time—6 months. 3. Medical leave in continuation of (2) on fresh M. C.— 6 months (half pay).	.....	The present provision seems to be satisfactory.
Punjab ..	For old entrants (before 1931)— 1. Leave on full pay after every 11 months—1 month. 2. Medical leave on full pay during period of service—1 year. 3. In case of illness extending over a year leave is admissible on half pay to the extent of leave covered under rule (1) and (2) earned.	Local Bodies Schools— Generally governed by same rules as in Government schools. Private recognised Schools— They have their own rules.	Rules applicable to old entrants are quite liberal rules; those applicable to new entrants are not so satisfactory.	

## ANNEXURE VI—concl.

1	2	3	4	5
Punjab ..	<p>4. In case of protracted illness unearned leave on half pay is also permissible for a fairly long period.</p> <p><i>New entrants (1931 &amp; after)</i>—</p> <p>1. Medical leave on half pay during the course of service—18 months.</p> <p>2. Further leave without pay may be sanctioned in case of protracted illness.</p>	 <p>Medical leave for every 3 years of completed service—1 month (full pay)</p>	Present provision is quite satisfactory.	Provision should be made for grant of medical leave on full pay as in the case of Government institutions. The increased grant necessary in this behalf should be managed by the Government and Management equally.
Ajmer-Merwara.	As for other Government servants.	No prescribed leave rules ..		In aided schools some rules should apply as in case of Government Schools.
Sind ..	Ditto.			

**ANNEXURE VII.**  
**A STATEMENT OF THE PRESENT POSITION AND VIEWS OF DIRECTORS OF PUBLIC INSTRUCTION ON THE SIZE OF CLASSES.**

Province.	Prescribed Limits.			Proposed Limits.		
	High.	Middle.	Primary.	High.	Middle.	Primary.
1	2	3	4	5	6	7
Bengal	VII & VIII : 40 IX & X : 50	V & VI : 40	I : 40 II : 35 III & IV : 30	40	40	30
Bihar	50	50	40	40 Class Room : 10-12 sq. ft. min. Space per pupil : 100-120 cu. ft. min.	40 Class Room : 10-12 sq. ft. min. Space per pupil : 100-120 cu. ft. min.	30 Class Room : 8-10 sq. ft. min. Space per pupil : 80-100 cu. ft. min.
Madras	40	40	40	30 (per teacher).	30 (per teacher).	1-25 Others—30
N. W. F. P.	Ordinarily 40 Special case 45	Ordinarily 40 Special case 45	Ordinarily 40 Special case 45	35	35	35
Orissa	40	40	30	40 Class Room : 26' x 20'.	40 Class Room 26' x 20'.	30 Class Room 20' x 15'.
Punjab	45	30	Infant : 25 Other classes : 30	40	A.V.M. : 40 V.M. : 30	Infant : 20 Other Classes : 30

ANNEXURE VII—*contd.*

1	2	3	4	5	6	7
	10 sq. ft. per pupil.	10 sq. ft. per pupil.	8 sq. ft. per pupil.	As at present.	As at present.	As at present.
Sind ..	..	..	..	30—35	30—35	20
Ajmer-Merwara	..	..	..	30	30	30
Coorg ..	..	..	..	30	30	30
Extract from Minister of Education's Grant Regulation No. 29.	30	30	Class of pupil under 3 years: 15 Class of pupil between 3 and 5 years: 30. Class of senior pupils—50.			

## ANNEXURE IX.

A STATEMENT OF THE PRIMARY POSITION AND VIEWS OF DIRECTORS OF PUBLIC INSTRUCTION ON TEACHERS' HOURS OF WORK. Cf. Item 5 (a) of AGENDA.

Province.	Present hours of work.		Proposed hours of work.	
	Primary. 2	Middle and High. 3	Primary. 4	Middle and High. 5
Bengal	24 hours	23 hours (30 periods)	24 hours In residential schools where the teacher has other and exacting duties outside the class room, his class-work should be less.	23 hours (30 periods).
	Government Schools 25 hrs. Non-Government Schools— Lower Primary—24 hours. Upper Primary—26½ hours.	Government Schools— Headmaster : 17 periods of 40-45 minutes each. Assistant Headmaster—29 periods of 40-45 minutes each. Asstt. Master—34 periods of 40-45 minutes each. Non-Government Schools— Headmaster—18 periods of 40-45 minutes each. Other teachers—29-34 periods of 40-45 minutes each.	1. Ordinarily 28 periods. 2. This limit may be exceeded in case of a single teacher primary school.	Asstt. Teachers—28 periods (5 periods each day from Monday to Friday and 3 periods on Saturday).

## ANNEXURE IX—contd.

1	2	3	4	5
Madras ..	Not known ..	25 periods or 18 hours ..	Headmasters—20 periods. Other teachers—28 periods.	Headmasters—12-15 periods. Other teachers—25 periods.
N. W. F. P. ..	27 hours (36 periods) ..	27 hours (36 periods) ..	33 periods of 30 minutes each.	33 periods of 45 minutes each.
Orissa ..	..	..	15 hours ..	20 hours.
Punjab ..	Infant class .. 15 hrs. Class I .. 17 hrs. Class III & IV .. 25 hrs.	Headmasters—10-16 hrs. Science masters—16-18 hrs. Other teachers—20 hrs.	As at present ..	1. As at present. 2. No teacher in A.V. School should be given work for more than 30 periods a week.
Bihar ..	1-18-24 hrs. Other classes—24-36 hrs.	Head teachers—8-12 hrs. Science teachers—18 hrs. Other teachers—23 hrs.	No change ..	No change.
Ajmer-Merwara ..	..	30 hrs. ..	24 hrs. .. (including games and creative activities).	30 hrs.
Coorg ..	..	..	25 periods ..	Middle—25 periods. High—20 periods

## ANNEXURE X.

## THE VIEWS OF CERTAIN EXPERTS AND ORGANISATIONS ON THE PLANNING OF SCHOOL HOURS.

1. Dr. A. C. Ukil, All-India Institute of Hygiene and Public Health, Calcutta.

Sir Leonard Hill (England) had found during his investigation that the output of energy is at its maximum when the temperature as well as relative humidity of the atmospheric environment is comparatively low, that it diminishes with the rise of temperature and more particularly of relative humidity and that the optimum results are obtained with a temperature of 75°F and a relative humidity of 60 per cent. Basing his observations on this finding, the D.P.H., Bengal in 1940 came to the conclusion that in Bengal School hours should be between 7 A.M. to 12 noon during winter and 6-30 A.M. to 11-30 A.M. during summer. He further found out that maximum uncomfortable conditions were between 12 noon to 3 p.m. Dr. Ukil entirely agrees with this observation.

2. Mr. A. N. Basu, Department of Teachers Training, Calcutta Univ.

Suggests that school hours should as a rule concur with the normal hours of business and the length of the school day should be extended so that there may be provision in the school time-table for games and other activities.

Also suggests that the school year should begin in July and the seasonal terms of working days should be as follows:—

(1) Autumn term—

First week of July to middle of September  
10 weeks.

(2) Winter term—

3rd week of October to 3rd week of December  
10 weeks.

(3) Spring term—

2nd week of Jan. to 3rd week of February  
7 weeks.

(4) Summer term—

1st week of March to Middle of May with exam. in the 1st week. 10 weeks.

Although the above suggestions have been made with particular reference to Bengal, the principles may equally apply to other parts of India.

3. Indian Psychological Association, Calcutta.

Recommends the following hours of work for children of different age-groups.

(i) Children between 3-6 years—

Not more than 3 hours of work, within short periods not exceeding 20 minutes. A mid-day rest period is essential.

(ii) Children between 6-11 years—

Not more than 4 hours of work. Each period should normally be of half-an hour duration. A midday rest period must be granted for children up to 8 years.



## (iii) Children between 11-16 years--

The school hours should be from 11 a.m. till 5-30 p.m. with provision for school tiffin and facilities for games in the afternoon.

4. The Editor, Teachers' Journal, Calcutta.

Suggests that :

(i) As the output of energy is maximum when the temperature as well as the relative humidity is comparatively low, there should be a cessation of all work in India between 12 noon and 3 p.m.

(ii) The schools should be held in two shifts--Morning and afternoon—with the following timings :—

Morning—7 a.m. to 10 a.m. (Summer) or 8 to 11 a.m. (winter).

Afternoon—3 p.m. to 5 p.m. (summer) or 2 to 4 p.m. (winter).

Elementary Schools and the lower forms of Secondary Schools need not be held in the afternoon.

In order to be able to effect these changes it is further suggested that the Government should, (i) place before the schools and the public the ideal working hours for the schools as a recommendation, and constantly insist on a change over for the better, (ii) rouse popular feeling in support of the recommendation, after this stage, the schools may be asked to adopt two different timings—one for Summer (April-September) having two shifts, morning and afternoon, as noted above, the other for winter (October-March), having one midday shift, as at present, as an experimental measure.

5. Board of Education, London.

The Board's Code of Regulations for *Elementary* Schools requires only that each school must normally be open for at least 400 "meetings" a year, and that the minimum period of secular instruction per meeting must be 1½ hours for infants and 2 hours for older children. A meeting comprises an afternoon or a morning session. In practice the schools are generally open during both the morning and the afternoon from Monday to Friday but are closed on Saturdays and Sundays. Apart from these requirements, the length of the three or four terms into school which the school year is normally divided, the dates of the school holidays and the actual hours of meeting are matters for the local Education Authority or the Managers concerned. The normal number of "meetings" in a school is about 410-420, i.e., the *Elementary* Schools are open for periods amounting in the aggregate to between 41 and 42 weeks. The hours of instruction, including time given to religious instruction—normally about three quarters or

an hour a day—are, for older children about 3 hours in the morning and  $2\frac{1}{2}$  hours in the afternoon normally from 9-0 a.m. to 12-0 noon and either 2-0 p.m. to 4-30 p.m. or 1-30 p.m. to 4-0 p.m.; occasionally the morning meeting may be extended to 12-30 p.m. For infants these periods are generally half an hour less for both morning and afternoon sessions. There is a short break of about 10 minutes during both the morning and afternoon sessions.

With regard to *secondary* Schools, the normal school year is at present 37-38 weeks long. The length of the term also depends on the district in which the school is situated, and may vary from 6-7 weeks. The number of hours of instruction in grant-earning Secondary Schools may vary from 24-27 a week, these figures being exclusive of times for morning assembly and recess. The division of this time into periods varies from school according to the length of the period, which may be from 40-45 minutes or an hour. The following dates give a concrete example of a school year under the London County Council :—

#### *Vacations.*

*Elementary Schools*—Christmas—December 22nd—January 8th.

Easter—April 6—17th.

Summer—July 27th—August 28th.

Autumn break.—October 30-31st.

*Secondary Schools*—

Christmas—Dec. 20th—Jan. 14th.

Easter—March 25th—April 28th.

Summer—June 24th—Sept. 16th.

These vacations give a total holiday period for Elementary Schools of about 9 weeks, and for Secondary Schools, which may have in addition Whit Monday and one or two special holidays, about 14-15 weeks.

## ANNEXURE XI.

## EXISTING SCHOOL SESSIONS.

Bengal	..	..	School year—January to December. Three terms :— 1. January to middle of May. 2. Middle of June to end of September. 3. End of November to end of December.
Bihar	..	..	School year—January to December.
C. P. & Berar	..	..	June 3rd week to March 3rd week (Mid-day classes). March 4th week to April 2nd week (Morning classes). April 3rd week to June 2nd week (Summer vacation).
N.W.F.P.	..	..	School year—1st April to 31st March.
Orissa	..	..	School year—January to December.
Punjab	..	..	School year—1st April to 31st March. Summer term—April to September. Winter term—October to March.
U. P.	..	..	1st April to 31st July (morning classes). 1st August to 31st March (mid-day classes)



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## ANNEXURE XII

## THE VIEWS OF CERTAIN EXPERTS AND ORGANISATIONS ON THE PLANNING OF HOLIDAYS

(cf., ITEM 7 OF AGENDA).

1. Dr. N. N. Sen Gupta,  
M.A., Ph.D., Prof. &  
Head of the Dept. of  
Philosophy, Lucknow  
University.

Suggests two alternatives :--

- (i) That the plan of work in the school may be re-shuffled every year so that they may fit in with the timing of the holidays, so that the stress on the student population may be evenly distributed over the whole year.
- (ii) That holidays may be fitted into the plan of school work rather than fitting school work into a scheme of pre-arranged holidays. Religious and social holidays may not be altogether ignored but their length may be reduced.

He, however, prefers alternative (ii). Also suggests that the last day of each month may be regarded as a holiday.

2. Mr. A. N. Basu, Dept.  
of Teachers' Training,  
Calcutta University.

Suggests that holidays should be recast as follows :

- (1) Autumn Holidays—  
Middle of September to 2nd week  
of October .. .. 3 weeks.
- (2) Winter Holidays—  
Last week of Dec. and 1st week of  
January .. .. 1½ weeks.
- (3) Spring Holidays—  
Last week of Feb. to 1st week of  
March .. .. 1½ weeks
- (4) Summer Holidays—  
Middle of May to end of June with  
admission in last half of June .. 6 weeks

Although the above suggestions have been made with particular reference to Bengal, the principles may equally apply to other parts of India.

3. Indian Psychological  
Association, Calcutta.

The existing practice may be followed subject to the following recommendations :

- (i) The working terms should be three in a year.
- (ii) The terms should as far as possible be equal in length.
- (iii) Instead of granting within the term unimportant local holidays which cause frequent interruption of work, short mid-term breaks might be allowed when necessary.
- (iv) Terms should be so planned that actual working days are spread over somewhat on the following plan viz.,

January 3rd to May  
2nd.

June 16th to September 15th.

October 25th to December 23rd.

Approximate dates  
of working  
terms suitable  
as for Bengal.

5. The Editor, the Journal of Education.

*Secondary and Higher Institution (Urban Area).*

- Basic and Middle Schools (Rural Area).*

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**ANNEXURE XIII.**  
**INFORMATION COLLECTED FROM PROVINCIAL EDUCATION CODES.**  
*(cf. ITEM 7 OF AGENDA.)*

Province.	Type of Institutions.	No. of Holidays.	Hours of work.	Remarks.
1	2	3	4	5
Assam ..	Primary ..	45 days excluding Sundays	....	Village school may grant upto 66 days if children are required to work in fields.
	Middle ..	66 days excluding Sundays.		
	High ..	76 days excluding Sundays.		
Bengal ..	Primary, Middle and High	83 days excluding Sundays	...	7 Hindu festivals and 12 Muhammadan festivals.
Bihar ..	Recognized High Schools ..	87 days excluding Sundays		
	Aided Schools ..	Prescribed from time to time as the Department prescribes.		
Bombay ..	High ..	42 days in Summer and 21 days during Diwali.	5 hours for 5 days in the week and 3 hours for one day in the week.	

## ANNEXURE XIII--contd

1	2	3	4	5
G. P. Berar	Vernacular and A. V. Schools	60 days in Summer and 10 days during Diwali.	5 hours of study.	
N. W. F. P.	High and Middle ..	42 days in Summer and 10 days in March or April.	High—30 hours per week.	Special periods or Vacation among hill tribes.
	Primary ..	2 vacations not exceeding 42 days.	I Class—18 hrs II & III Class—21 hrs. IV Class—24 hrs. per week.	
Punjab ..	Primary ..	2 vacations not exceeding 49 days.	I Class—19 hrs. II & III Class—19 hrs. IV Class—24 hrs. per week. 30 hours per week.	
Lower Sind	High ..	60 days from end of July.		
	High ..	42 days in Summer and 28 days in winter, and Sundays.		
Upper Sind	High ..	56 days in Summer and 21 days in winter, and Sundays.		
U. P. ..	Primary ..	....	4 hours a day.	
	Middle & High ..	49 days in Summer and 7 days in Christmas.	5 hours for 6 days in the week & 4 hours in April, May and July.	
Baluchistan	Primary ..	In Winter areas 56 days in Winter and 7 days in Summer.	I Class—16 hours. II & III Class—19 hours. IV Class—24 hours per week.	
	High ..	In Summer areas 56 days in Summer.	30 hours weekly.	

figures given are approximate.

## ANNEXURE XIV.

TEACHERS—PRIVATE TUITION (INFORMATION COLLECTED FROM EDUCATION CODES).  
(cf. ITEM 8 OF AGENDA).

Province and Type of School.	Admissibility of Private Tuition.
<i>Assam—</i>	
Government ..	One hour a day if the authority is satisfied that it is not detrimental to the teacher's ordinary duties and the rate of remuneration proposed is reasonable.
<i>Bengal—</i>	
Recognised ..	Not permitted if it interferes with proper execution of school duties.
<i>Bihar—</i>	
Ditto.	Ditto.
Government ..	Special sanction of the Inspector or recommendation of the Headmaster is necessary.
<i>Bombay—</i>	
	Two hours with the sanction of the Deputy Inspector.
<i>C. P. &amp; Berar—</i>	
Government ..	Not permitted without the sanction of the Inspector.
<i>N. W. F. P.—</i>	
Government ..	Permitted only with written sanction of D. P. I. if it does not interfere with regular duties.
Board ..	Permitted only with written sanction of Local Body if it does not interfere with school duties.
Aided ..	Permitted with previous sanction of the Managing Committee provided it does not interfere with regular duties.
<i>Orissa—</i>	
	Same as in Bihar.
<i>Punjab—</i>	
Govt. & Board ..	Allowed only in accordance with the Departmental rules in force.
<i>U. P.—</i>	
Recognised English Schools.	Permission of the manager is necessary.
Municipal and District Boards.	Sanction of the Board and approval of the Inspector are necessary.



## ANNEXURE XV.

TEACHERS—STUDY LEAVE—VIEWS EXPRESSED BY THE D. P. IS., ETC.  
(*cf.*, ITEM 9 OF AGENDA).

## Province.

Bengal	..	..	As things are at present, no useful purpose will be served by an obligatory provision for study leave. Teachers should attend refresher courses and should then be regarded as on duty ; and others, wishing for study leave, should have the right of getting it under specific conditions—say, a year after seven years, at least once in their service.
Bihar	..	..	Study leave is not ordinarily granted to Government servants of less than 5 years' service. The study leave should be granted once a about the end of 5 years' service and again : about the end of 15 years of service, and no more.
Madras	..	..	Study leave should be granted to teachers under various managements at an interval of at least 10 years.
N.W.F.P.	..	..	Study leave should be granted to teachers of real worth and merit who are likely to benefit by further study and such leave should be granted between the ages of 30 and 40.
Orissa	..	..	Study leave should be granted at least once in the course of the whole service.
Punjab	..	..	The Local Bodies and private managements are hardly in a position to grant study leave to their employees. The Government have agreed to the principle of granting study leave to teachers who, by virtue of their qualifications, experience and potential ability, are likely to make good use of it.
Ajmer-Merwara	..	..	The grant of study leave at an interval of 5 years is considered to be most necessary for improving knowledge and refreshing technical qualification. Teachers in Government schools should get full salary during study leave and travelling allowance. Teachers in aided schools may also be given such concessions by their Managements and half the cost may be contributed by Government.

## ANNEXURE XVI

TEACHERS—AGE OF RETIREMENT, EXTENSION OF SERVICES, ETC.—VIEWS EXPRESSED BY D. P. LE., ETC.

(c.f., ITEM 9 OF AGENDA).

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Province.

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Mal—

Age limit for retirement (present position).

Primary Schools—no age limit prescribed.

Secondary Schools—60.

Extensions may be given in case of secondary school teachers, a year at a time, to 65.

Suggests the age of retirement should be 55, with extension as a rule up to 60 when the teachers' mental and physical vigour justifies it.

Or—  
le.

(a) *Govt. Schools*.—Age of retirement is 55. Extension requires the sanction of the Provincial Govt. on public grounds and cannot exceed 60 years except in very special circumstances.

(b) *Non-Government Schools*.—Local Board Schools 55.

Recognised High Schools—55 and an extension beyond the age of 60 years is not, as a general rule, entertained.

Suggests the age of retirement to be 55 and extension of service to be granted on public grounds up to 60 years of age, a year at a time, and not more.

Madras—

(a) *Govt. Schools*.—Age of retirement is 55 and extension of service are very rarely given.

(b) *Aided Schools*.—Age of retirement is 55 and extension of service may be sanctioned up to 60 years by the Head of department provided the teachers keep good health.

Suggests age of retirement to be strictly followed in all schools as 55.

N. W. F. P.—

Suggests age of retirement to be 55 in all Schools and recommends extension up to age of 60 in exceptional cases on production of medical certificate of sound health.

Rissa—

Suggests 55 years should be age of retirement and adds that an extension is justifiable in case of those who in addition to their work as teachers have also engaged themselves in literary activities and have meritorious publications to their credit.

## ANNEXURE XVI—contd.

## Province.

**Punjab—**

- (a) *Govt. Schools*.—Age of retirement is 55 and, as a rule, no teachers are granted extension.
- (b) *District Board Schools*.—Age of retirement is although in case of scarcity of experienced teachers extension may be granted up to age of 60 years, one year at a time, provided the teacher is in good health.
- (c) *Private Schools (Recognised)*.—For grant aid these schools are to observe the same rule as in (b) above.

**Sind—**

Prescribed age of retirement—55.

Suggests Government should consider the grant of extension of service according to the merits of each case.

**Ajmer-Merwara—**

*Government Schools*: Age of retirement is 55 and extension for 2 or 3 years is granted if the teacher is physically fit and capable of doing good work.

Suggests the age of retirement to be 50, particularly in case of lady teachers who are generally of tender constitution. Extension may be granted in deserving cases up to 5

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